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ONTARIO PLANNING  
NEWSLETTER

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Volume 1

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THE OFFICIAL PLAN AND THE ZONING BY-LAW.

Planning is not an end in itself; its only justification is its contribution to the physical, economic, and social well-being of the community and to the attractiveness of the community as a place in which to live, to work, and to play. It follows that the success of planning is measurable in the effectiveness with which it is implemented. At the same time, careful attention to implementation will not overcome any inherent defects in the original planning, and therefore it will be the aim of every planning board and council to plan soundly and to implement this planning wisely and effectively.

A complete programme of planning for most communities will include a generalized pattern of land use, a system of major thoroughfares, and the location of proposed schools and parks. In addition, many communities will find it desirable to incorporate proposed water and sewerage installations, a programme of capital financing, and other features in their plans. These various elements may be incorporated in a plan of development prepared by the planning board, adopted by the municipal council, and approved by the Minister of Planning and Development as an official plan under the provisions of The Planning Act.

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Basically, community planning is concerned with the use of land, and therefore the means of implementing the land-use features of the official plan are of great importance. The principal instrument at the disposal of the municipality to translate the land-use features of the official plan into living fact is the restricted-area (or "zoning") by-law passed under the provisions of section 390 of The Municipal Act and approved by the Ontario Municipal Board.

Urban development is proceeding at such a rapid rate in many Ontario communities that the normal sequence of planning and implementing measures often have to be telescoped. In some cases the pressure of events may make it necessary to submit a zoning by-law for the approval of the Municipal Board at the same time as the proposed official plan it is intended to implement is before the Minister for approval. Although this practice may sometimes be defended on the grounds of expediency, it is to be avoided if at all possible because it tends to confuse the essentially different functions of planning and implementation and, in so doing, often results in a reduction of the quality of both planning and implementation.

In so far as land use is concerned, the official plan provides a carefully devised, formally adopted statement in general terms of the policy of the municipality as to the land-use pattern that will be encouraged to develop. The zoning by-law is the legal means by which the intent of the official plan is translated into appropriate regulations and by which these regulations are made to apply directly to the various lands in the area covered.

The members and staffs of most planning boards will be quite clear as to the correct functional relationship between the official plan and the zoning by-law which is passed to implement it, but sometimes there is confusion on the part of various municipal officials and the public generally as to this relationship. The effectiveness of the official plan and the zoning by-law as positive influences for the sound physical development of the community can easily suffer if this confusion is allowed to persist, and therefore every effort should be made to clarify the respective functions of these two instruments and the relationship between them.



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Extracts from an article entitled "Common Interest of School and Planning Boards" by G. M. Raymond, Director of Planning, Harrison, Ballard & Allen Inc. (printed in the N.Y. State Planning News, Jan. 1954)

### COMMON INTEREST OF SCHOOL AND PLANNING BOARDS

Broadly speaking, the purpose of a Planning Board is to formulate a plan of community development, all elements of which are related and integrated into a meaningful, useful and efficient pattern. The proper distribution of school and recreation facilities is one of the major components of such a development plan.

If city, town or village planning is to have any meaning, it is inconceivable that the planning of the school plant should continue to be carried on independently of that of the municipality it is to serve. This is particularly true today, when the central position of the school as a neighborhood or community social nucleus is almost universally recognized.

### The Role of the Planning Board Relative to the Provision of School Facilities.

The major problem confronting most school boards today is the shortage of basic plant capacity to accommodate ever rising enrollments. The problem is, of course, primarily a financial one. Since an economic base analysis and the formulation and review of capital improvement programs and budgets are properly Planning Board responsibilities, it would seem that this agency should also assist in finding ways and means to finance urgently needed facilities.

Whether or not every individual community can afford to pay for adequate schools, we as a nation, and particularly we as its richest state, should be able to afford to do so. The responsibility cannot be merely ignored, but must be assumed at some level of government. Elsewhere, this responsibility is assumed by the State, in the form of state aid for school building programs, (as in Connecticut, for example, where the State contributes at least one third of the cost of any local school building program).

Now state aid may not be the only way out of our present difficulties. The important point I want to stress is that a way must be found if we hope to achieve a healthy social structure. I am saying this because the high cost of providing adequate schools is to a large extent responsible for the

creation of an exceedingly pernicious social climate. I refer, of course, to the current attempts by one community after another to bar the settling therein of people of moderate means. The reason usually given is that small houses or apartments "do not pay their way in taxes". This attitude is disturbingly reminiscent of that prevailing in the 18th. Century. England. There, under the Poor Laws, each parish was responsible for the support of its poor. In order to evade this responsibility, parishes went to extremes in trying to expel their poor (and even the prospective poor!) beyond their borders. All that was achieved thereby was to lay the responsibility of supporting them at the door of another agency equally reluctant to assume it. That this sort of procedure led to complete chaos was recognized two centuries ago. And yet, blindly, our communities are today reverting to what is, by extending the analogy somewhat, substantially the same kind of thinking.

I should also like to point out that this practice, combined with the normally prevailing inequitable distribution of tax-producing land uses as between communities, will very likely lead to increased State Aid, anyway. For, the ultimate result of barring people from any given community on the basis of their income will be the creation of "rich" and "poor" communities, following which State Aid will become inescapable if any equalization of school plant standards is to be achieved. If I suggest that State Aid is needed now it is not because I favor increased centralization of authority and responsibility as a matter of principle, but because I fear that with every year that passes the pattern of rigid community-wide income segregation will become stronger and may result in incalculable damage to the structure of our democracy.

I suggest, therefore, that the tools presently available to both the School and Planning Boards are inadequate to solve the problem; that the merely negative approach forced upon them by an evident lack of financial ability or willingness on the part of the communities they serve to provide needed facilities is contrary to our traditions and ineffective in the long run; and that, therefore, a different solution must be jointly sought. Once agreement on a way to proceed is achieved, the Planning Board should recommend to the governing body to undertake such steps, political or otherwise, as may be necessary.

#### How the Planning Board Can Benefit from the School Census.

The planning of a school plant must be carried on simultaneously on two planes: intensive shortrange planning aimed at eventually integrating the schools into the master plan of the community.

It is surprising to me to find that some school boards still rely on intuition and guesswork in arriving at short-range enrollment forecasts rather than on a regular school census. We are living in an age when statistical methods to arrive at population forecasts are invariably inadequate by reason of unprecedented and unpredictable population migrations of overwhelming magnitudes. However, a school census is regularly conducted in most communities. The Planning Board should be aware of the unparalleled opportunity such a census presents to it of securing invaluable data on which to base its plans. In the performance of their duty, school census enumerators must contact every family in the school district. By adding a few judiciously selected questions to the census enumeration card each year, the Planning Board could assemble data on population migration, shopping habits, employment needs, travel patterns, use of facilities, and so on. The small extra cost involved in collecting and tabulating this additional data could be borne by the Planning Board. In view of the fact that most Planning Boards are stumped in their activity because of the inadequacy of published data, this opportunity of periodically securing essential facts about the community should not be missed.

Co-operation Between School and Planning Boards in School Site Selection. School Plant Planning and School Districting.

In determination of the overall school needs of a community is only the first step in the formulation of a school capital outlay program. Assuming that it is found that the school plant must be expended, the first problem confronting the School Board is that of site selection. This problem is of little consequence if an active Planning Board, in co-operation with the School Board, and based on a realistic zoning pattern, has already formulated a future school location plan. Even less of a problem exists in communities where sites are actually acquired in advance, as they should be wherever there is reason to believe that a need for them is likely to arise. Should the forecasts of population growth prove to be erroneous, such sites could always be disposed of at a later date. The loss in revenue resulting from the removal of several acres of vacant land from the tax rolls would be minor compared to the extra cost of acquiring sites during a building boom.

Furthermore, in selecting sites long before intensive development takes place, the planning Board would have first choice and could select the best sites available. Only too often the school site which is finally selected is available only because a rocky or swampy subsoil condition makes it unsuitable for residential development. Since no other sites are available, however, the community is forced to pay the price of developing the property, no matter how high.

Also, the selection of a school site, its size and the type of its development should be worked out in close coordination with the community's recreation needs. The Planning Board is the logical liaison agency between school and recreation authorities.

When a School Board is first faced with the need to expand its school plant, it is not always clear to it whether the solution lies in providing a new school in a sparsely settled area, or whether it would be preferable to enlarge an existing school. Educators have arrived at a certain minimum school size, below which the plant is considered to operate at less than minimum efficiency. At the same time, however, there is a maximum desirable school size, which can be exceeded only at the cost of transforming what should be an intimate, child-scaled environment into an overwhelming institution. Only too often School Boards prefer to add six or eight rooms in excess of the maximum number desirable onto an existing school rather than erect a small school in a relatively undeveloped area. This policy is often erroneous on two counts; not only does it result in excessively large schools in the older sections of the community, on generally inadequate sites, but it also postpones the time when the newer section can qualify for a school of its own. So long as development is continuous, even though its rate be slow, and granted that it may take some time before such a school can be expanded to an efficient size, the erection of a small school in a sparsely settled section is warranted. The Planning Board's forecast of the rate of development of such an area should be exceedingly valuable in assisting the School Board to arrive at the proper decision.

In determining the size of new schools in newly developing areas, the School Board is also faced with the need of determining whether the rate of enrollment from a given area of new homes is going to maintain itself at some stable level: or whether, after having served an initial peak enrollment, the school will remain underoccupied for years.

While no conclusive evidence can be produced to prove or disprove either assumption, I suggest that the School Board could arrive at a more valid decision if the Planning Board were to select an older neighborhood, similar in economic and social characteristics to that under consideration, map and analyze past enrollments therefrom, year by year, and thus arrive at some forecast as to what may be expected to develop in the new area.

In older areas, the School Board often finds it difficult to decide whether to modernize or abandon obsolete buildings, or whether it is worth while to add land to an inadequate site.

Acting alone on such questions, the School Board gazes into a very clouded crystal ball indeed. I will not pretend that the Planning Board can be entirely clairvoyant in such matters, but without a doubt they can be of substantial assistance in securing the right answers. Thus, in mapping each successive school census and superimposing it on a block-by-block map of dwelling units, the Planning Board can easily determine whether, in any given area the child-dwelling units ratio is rising or declining. The ultimate solution may lie not necessarily in a certain decision as to the school facilities themselves, but rather in more or less complex redistricting. Furthermore, aware as it is of land use trends, by means of zoning the Planning Board can, to a certain extent, determine the future of an area. In formulating the zoning pattern, the Planning Board can, and should, take into account the adequacy or inadequacy of the school plant. Finally, in communities which contemplate physical redevelopment, the Planning Board can actually physically change the complexion of selected neighborhoods, or creat desirable school sites, if such are needed.

Another matter of common concern to the two boards is school districting. Superficially, this seems to concern the School Board alone, since theoretically all that has to be done is to draw district lines so as to fill up every school in the community. However, existing and proposed major highways, belts of non-residential uses, topographic features and other physical factors should be taken into account. Co-operation rather than unilateralism on the part of the School Board in this area of activity can perhaps save the community money in school crossing protection, and possibly even children's lives.

Finally, the actual physical layout of the school site should be worked out jointly by the two boards, particularly with respect to the relationship of entrances and exits to the traffic pattern on surrounding streets, to the relationship of the playground (often an excessively noisy facility) to the surrounding residential area, and to the availability of utilities, street improvements and the like.

### Conclusion

These, then are some of the areas where close collaboration between the School and Planning Boards can produce tellingly superior results. You will have noted, however, that for such collaboration to be meaningful, it devolves upon the Planning Board to engage in an active planning program and to collect, process and analyze complex data. Whether or not the Planning Board retains the services of a consultant, its program should be carried on continuously with the help of a technical staff. For practical reasons, smaller communities might decide to share such a staff. This can be done, and, indeed has been done, with eminently satisfactory results.

From the School Board's point of view close co-operation with an active Planning Board can be exceedingly worthwhile from a public relations standpoint. The studies produced by the Planning Board have an objective validity not usually ascribed to studies conducted by an agency in support of a request of more funds. No one could accuse the School Board of adopting a "public be damned" attitude if it acts on the recommendation of, or in co-operation with, the Planning Board. At a time when the entire public school system is being attacked, often viciously, from many quarters, educators should bend every effort to prove that in their single-minded dedication to the welfare of the schools they are not laboring in ivory towers, but that they are willing to work as part of the municipal government in all matters other than purely educational ones, their statutory fiscal and administrative independence notwithstanding.

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# ONTARIO PLANNING

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF  
PLANNING AND DEVELOPMENT  
PARLIAMENT BUILDINGS  
TORONTO ONTARIO



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## WALK--DO NOT RUN

The volume of work confronting planning boards in Ontario, as in other jurisdictions of Canada, is tremendous.

The boards are faced with the prospect of acting as traffic cops in directing the flow of perhaps the greatest rate of population increase and development spread that municipalities in Ontario have ever experienced--an annual population increase greater than the population of the city of London, Ontario, and an annual turnover of from 6,000 to 8,000 acres of countryside to urban uses alone.

In addition to this impressive task of directing the growth which is occurring today there are also the tasks of cleaning up and revitalizing our physical environment, which we built yesterday, to meet more effectively our present needs--hundreds of acres of slum and blighted areas in desperate need of redevelopment and large areas on the razor's edge between "desirable" and "less desirable" which must receive stimulation and protection against further deteriorating influences.

Judging from the number of planning boards being established and the increasing number of planning board recommendations (official plans, zoning by-laws, major street patterns, etc.) being adopted by municipal councils,



there is no doubt that more people each day are becoming aware of the serious physical ills of their communities. This is encouraging because the more persons that recognize a problem, even if recognition is only to the point of realizing that "something is wrong", the sooner the problem will be solved.

We have here a compound which can prove to be dangerous if not handled with care--a tremendous volume of work, both immediate and backlog, and an increasing number of persons who believe that something must, and can, be done about improving their surroundings.

There is a tendency in such a situation for a planning board, filled with enthusiasm and a strong desire to justify the faith of the council, to make recommendations to council before they have had time to fully consider all aspects of the problem and the implications of their recommendations on the structure of their community. In some instances these hastily made recommendations not only fail to solve the problems but actually aggravate them--and in the process reduce the possibilities of any really sound planning being accomplished in the future.

Perhaps the most common shortcoming of planning boards (and many other agencies for that matter) in this regard is the under-estimation of the value of an intimate knowledge and understanding of existing conditions, the factors which have interacted in the past to produce these conditions and the factors which are at work now to produce a future. Some boards are so interested in directing what will (or what they think should) happen in the future that they fail to realize the very strong inter-relationship between the past, present and future.

An excellent example of a lack of appreciation of studies such as population trends and existing land use analysis as a basis of recommendation is furnished by zoning by-laws which allocate more area to certain land uses (commercial, industrial, etc.) than can reasonably be expected over any time period. This may result in some cases from over optimism but in the majority of instances this situation arises because the board has no idea of the relationships which have developed between population and development areas within their communities.

Planning recommendations, in whatever form they occur, should only be made by a planning board after completing in sequence every phase of the planning process-- the Survey, the Analysis and the Plan.

The remark has often been heard that "we know our planning area like the back of our hand,--so we do not need multicolor maps and charts of existing conditions"--the question is, "how well do we know the back of our hand--how many pores have hairs growing from them"?



## AMENDMENTS TO PLANNING LEGISLATION

The Community Planning Branch recently distributed to planning boards, committees of adjustment, and others interested in planning copies of a new consolidation of The Planning Act incorporating the latest amendments. A letter was also circulated summarizing this year's amendments to this and other Acts of interest to those concerned in community planning. As most of those on the mailing list for ONTARIO PLANNING will have received copies of this material, we have no intention of repeating here the information already published, but perhaps it would be of advantage to draw attention to some of the implications of the more important of the new amendments.

### Committees of Adjustment

The rewriting of the latter part of section 15a of The Planning Act will probably involve only minor changes in the procedure of committees of adjustment after the amendments to this Act come into force on June 1st. Following that date, when no notice of appeal is filed within the fourteen days provided in the Act, the Minister will so advise the secretary-treasurer of the committee, whereupon the secretary-treasurer is to notify the applicant and file a certified copy of the decision with the clerk of the municipality.

### Resubdivision

With the amendment of the definition of "redevelopment" in section 16a (1), it is made clear that the provisions of this section may be used to achieve the resubdivision of land previously subdivided in such a manner that it

does not conform to present standards or is not suited to the pattern of development intended for the area. It will be noted that these provisions are available only where an official plan is in effect. This authority will be of particular interest to municipalities in which plans of subdivisions with lots of substandard size or with inadequate or otherwise unsuitable street patterns were registered years ago without ever being built upon and which may now be in the path of urban development. It may also be found useful where an area has in fact been subdivided by the conveyance of numerous small parcels by metes and boundaries description but where development is sufficiently incomplete to permit the establishment of a more satisfactory pattern.

### Areas of Subdivision Control

Subsection 1a of section 24, originally enacted last year, has been amended to authorize the municipal council to designate specific registered plans of subdivision or parts of such plans in which parts of lots, as distinct from whole lots, may not be sold unless consent is obtained. The provision for prohibiting the sale of part lots without consent is thus made much more adaptable than it has been during the past year when, if this provision were invoked, it automatically applied to all registered plans and parts thereof within the area of subdivision control.

Another important change affecting procedure under the Act is contained in subsection 2b which is now added to section 24. This requires the clerk of the municipality to notify each owner of land affected when a by-law prohibiting the sale of part lots without consent is passed. This means that in every



case where land already subdivided by registered plan is affected by a by-law designating an area of subdivision control, the owner of such land will be notified by registered mail of the passing of the by-law.

#### Restricted Area By-laws

The construction placed upon section 74 of The Registry Act in a recent finding by the Court of Appeal that a restricted area by-law, if not registered, is not binding upon subsequent purchasers without actual notice of the by-law has been a source of concern to planning boards and municipal councils. The situation is remedied by the addition of subsection 3 to section 74 to the effect that such by-laws do not require, and are deemed never to have been required, to be registered in order to bind the land. Non-conforming uses established before March 19, 1954, by a person who had no actual notice of the by-law and who purchased the land after the passing of the by-law, before March 19, 1954 and before the registration, if any, of the by-law are protected by a provision of The Registry Amendment Act, 1954.

A corresponding amendment is made to section 23 of The Land Titles Act.

A complementary provision is introduced into The Municipal Act by the enactment of a new subsection, 234(1a) requiring the clerk of every municipality to keep a separate index of all restricted area by-laws and other by-laws affecting land that do not directly affect the title to land. Besides being a legal requirement, the maintenance of such a central register of by-laws of this type

will undoubtedly prove to be a great convenience to everyone who may be interested in the land-use regulations applying to any property in the municipality.

#### Country Roads - Land Use Regulation

The authority given to county councils in new section 30a of The Highway Improvement Act to exercise the powers of section 390 of The Municipal Act to regulate the use of land and buildings within 150 ft. of county roads can prove to be a valuable addition to the provisions available for implementing planning. If used wisely, it can help to prevent the strangulation of these roads by ribbon development along their sides.

It remains the primary responsibility of local municipalities, of course, to study their over-all development and, on the basis of such study, to establish a satisfactory pattern of land use and to encourage its implementation by enacting appropriate restricted area by-laws. An important consideration in such by-laws will be the protection of main roads from undesirable ribbon development. A substantial number of municipalities have not yet acted in this direction, however, and it is in these cases that the new authority given to county councils will be useful in providing necessary protection.

With both counties and local municipalities having power to regulate the use of land and buildings adjacent to county roads, it is essential, of course, that a high degree of co-operation be achieved between the planning boards and councils concerned if these important areas are to be treated satisfactorily in terms of the best development of the community as a whole.



### Controlled-Access Roads

Another important provision introduced into The Highway Improvement Act this year deserves mention. It is the authority given to the councils of all municipalities by new sections 95a and 96b to pass by-laws, subject to the approval of the Ontario Municipal Board, to establish controlled-access roads. A number of municipalities have contended in the past that their planning for efficient traffic circulation has been hindered by the lack of this authority, and it is hoped that this new legislation will help to overcome the difficulty. This authority can, of course, be used effectively only if it is integrated into a sound programme of planning for land use and traffic circulation in the community as a whole.

### General

Planning legislation in Ontario has been improved by these and other amendments made this year. It is hoped that these new provisions will prove to be an important stimulus to planning activity generally in the Province and that better planning and implementation will result.

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### A Definition of Planning

"City and town planning is a science, an art, and a movement of policy concerned with the shaping and guiding of the physical growth and arrangement of towns in harmony with their social and economic needs. We pursue it as a science to obtain knowledge of urban structure and of circulation; as an art to determine the layout of the

ground, the arrangement of land uses and ways of communication and the design of the buildings on principles that will secure order, health, and efficiency in development; and as a movement of policy give effect to our principles."

-Thomas Adams,  
"Outline of Town and City  
Planning" - 1935.

### Planning Publication

A guide to Street Naming and Property Numbering. 1951. Tennessee State Planning Commission. Available from the Tennessee State Planning Commissioner, Grayhound Terminal Building, 517 Commerce Street, Nashville 3, Tennessee. 45pp. Diagrams. \$1.00. This is a very useful addition to any planning library. The booklet deals with the interdependence of street naming and property numbering; street naming systems; property numbering (both urban and rural); initiating the plan; and an appendix with samples of street naming and property numbering ordinances.

### SUPPLEMENT ATTACH TO THIS ISSUE

Attached as a supplement to this issue of ONTARIO PLANNING is an article entitled "The Land Requirements for School Sites and Recreation Areas" by T. W. Thompson, Adviser, Parks and Recreation Facilities, Community Programmes Branch, Department of Education. This is the second in a series of articles on school and recreational planning, the first of which was entitled "Common Interest of School and Planning Boards" and appeared as a supplement in the April issue of this publication.



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THE LAND REQUIREMENTS FOR SCHOOL SITES AND RECREATION AREAS

The need for adequate areas for community recreation activity is now an accepted part of community planning. Standards have been established by the National Recreation Association U.S.A. which are sensible and adequate if properly applied. However, these standards must be interpreted to satisfy the recreation interests, habits and desires of people, and must be within the economic ability of the municipality to develop and maintain.

Because community recreation considers all ages and classes of people, the requirements will be varied. As a community matures and regenerates itself the specific uses of property will change. This will require a detailed plan flexible enough to meet changes which are not predictable. It will, however, have little effect upon the long term needs for adequate space for community recreation.

Total acreage of park and recreation lands means nothing if it is not distributed in such a way that people find it accessible and useful. This acreage should be broken down into adequate parcels and designed to perform a real community service. A regular pattern of green squares on a map will not necessarily suggest good land use for recreational purposes. Planning for recreation in all its aspects must be done with a regard for population densities.

The following are types of areas generally accepted to be necessary in total planning for park and recreation purposes:

1. TOTLOT OR PLAYLOT: Small blocks of land intended for children of pre-school age. These will usually be most necessary in areas of dense population, such as large housing projects or neighbourhoods where backyard play opportunities are not adequate.  
SIZE: From 1500 to 5000 square feet.
2. NEIGHBOURHOOD PLAYGROUNDS: Land areas from 3 - 7 acres developed as the neighbourhood family centre for active games. The playground was primarily instituted for children between the ages of 6 and 16, but with broader interpretations of the responsibilities of a programme recreation, its use can be extended to the family units, by the provision of a greater variety of facilities.

School grounds, due to their location can make excellent playgrounds, where they offer sufficient space. For this purpose, it would seem desirable that school sites offer at least six acres of play space, exclusive of the building.



If practical, it would be better to plan ~~two, five~~ acre playground areas than one of ten acres. The shape, location and contour of the property will have a considerable bearing on the area requirements.

SIZE: 3 - 7 acres - one acre for each 1000 of population.

FREQUENCY:  $\frac{1}{4}$  mile radius ideal  
 $\frac{1}{2}$  mile radius maximum

The neighbourhood park playground is the most important unit in planning for community recreation opportunities.

3. THE PLAY PARK: There appears to be a growing need for areas which can be beautified, but which, at the same time, give opportunity for games of low organization. In some instances these areas may relieve the neighbourhood playground and the "totlot", depending upon how they are designed.

SIZE: A minimum space of about 4 acres is necessary for this type of area.

4. THE DAY CAMP: The day camp is an area within or close to a municipality where children attending playgrounds can get camping experience on a day-to-day basis. To be ideal, it should be rich in natural history subjects; be served by a brook or a river and at the same time be reasonably accessible. Wooded ravine land, populated by a variety of native trees, shrubs and plant life, and serving as a sanctuary for birds and small animals, is ideal.
5. THE PLAYING FIELD: The playfield will offer facilities for a large number of participants and spectators in a wide range of activities. It will be the area in which league and tournament play in such games as baseball, softball, tennis, lawn bowling, soccer and rugby takes place.

The grounds of the secondary school might perform the functions of the playfield where adequate space is available.

SIZE: Minimum - 10 acres  
Desirable - 20 acres

FREQUENCY: - 1 mile radius.

## 6. OTHER TYPES OF PARK AND RECREATION AREAS:

In cities of 30,000 people and over there is a need for one or more large natural park areas, easily accessible, but not necessarily within the city limits. These sites should be more than 100 acres in size and offer facilities for picnics, swimming, day camping, nature hikes and the like. Where practical, they should incorporate beach frontage, otherwise, land of rugged topography, with considerable



woodland is ideal.

Golf courses, municipal camps and many other specialized facilities require a place in total planning. Since these frequently are developed and maintained by private organizations, the need will not always be recognized in the planning stage. These recreation facilities are most important and adequate areas should be allocated for these purposes.

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### SCHOOL SITES

After World War II many communities in Ontario faced a shortage of school accommodation. The small amount of school construction during the years of the depression and the high post-war birth rates made it imperative for many school boards to undertake building programmes. Although, in general, construction has kept pace with demands, in many suburban areas the growth in population has been particularly rapid and boards have experienced difficulty in providing sufficient school accommodation. In only a few instances, however, have boards found it necessary to resort to half-day shifts for the pupils.

It is becoming increasingly difficult to find sufficiently large school sites in urban municipalities. Therefore, it is considered that tracts of land for school purposes should be acquired in advance of immediate need. School Boards to-day are engaging in some form of long-range programme for the building of schools. In such programmes many boards of trustees invite the co-operation of the Planning Boards which have knowledge of the plans for the community in regard to future residential, industrial and commercial zoning.

When selecting a site a Board should take into consideration the ultimate size of the school which will be constructed upon it. In new subdivisions a Board may expect that there will be one child of school age in each home. When it is difficult to secure sites of suitable size, the Department of Education may give consideration to the utilization of sites smaller than those indicated below. Some Boards have made arrangements with municipal park authorities to use park lands adjacent to sites for playground purposes.

The following areas are suggested for elementary school sites:

|                  |               |
|------------------|---------------|
| up to 100 pupils | 1½ to 2 acres |
| up to 200 "      | 2 to 3 "      |
| up to 300 "      | 3 to 4 "      |
| up to 400 "      | 4 to 5 "      |
| up to 600 "      | 5 to 6 "      |
| up to 800 "      | 6 to 7 "      |
| up to 1000 "     | 7 to 8 "      |



The following areas are suggested for secondary school sites:

|                  |              |
|------------------|--------------|
| up to 400 pupils | 5 to 7 acres |
| up to 600 "      | 7 to 9 "     |
| up to 800 "      | 9 to 11 "    |
| up to 1000 "     | 11 to 13 "   |
| up to 1500 "     | 13 to 15 "   |

The site should be centrally located. In urban centres it is desirable that pupils attending elementary schools be not obliged to travel more than one mile. Three miles should be considered the maximum distance for pupils in urban centres attending secondary schools. In suburban and rural areas the shifting of residential districts, ease of transportation and the consolidation of schools may involve distances which would justify the introduction of a bus service. It is important that the site be free from dust, noise, smoke, fumes or other distractions or nuisances. It is essential that the site be well removed from main traffic arteries or busy highways. If possible, the pupil body should not be required to pass through busy industrial or business districts. The best location would be in an open rural or residential area controlled by reasonable building restriction by-laws. Future developments should be checked with local town planning authorities.

The site need not be flat over its entire area, provided that there is a suitable location for the building. Other flat or gently sloping ground could be used for play areas. The natural contours may then be suitably landscaped. Sod is the best surface for general playing areas; failing this, a sandy loam is desirable. Cinders and gravel should be avoided. If the soil is of a heavy nature it may be necessary to provide areas in the spring and fall. The site should be developed to the point where the entire pupil body will find opportunity for out-door games and activities.

C. B. ROUTLEY,  
Assistant Superintendent,  
Elementary Education,  
Department of Education.

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

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TORONTO 5, ONTARIO  
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# ONTARIO PLANNING

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF  
PLANNING AND DEVELOPMENT  
PARLIAMENT BUILDINGS  
TORONTO ONTARIO

Vol. 2, No. 2

February 1955

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## ECONOMIC BASE SURVEY

While our emphasis in previous issues has been on primarily physical features of the community and the studies which should be effected to bring these characteristics to light where they can be pulled apart and analyzed, we have not forgotten that communities can exist only if they serve, among others, an economic function.

The cities and towns that we see around us today have not just happened because some pioneer put his tent down and stayed to raise a family. Their existing size, population composition and functions have developed in the way they have because of characteristics inherent in their geographic location (superior transportation facilities, relationship to existing population concentrations, etc.) their natural environment (climate, scenery) or their geologic structure (sources of valuable raw materials) which made the site desirable for the production and distribution of goods and services.

These communities grow larger because they can exert successful magnetic drawing power to hold the bulk of those born within the community and to attract persons who live elsewhere because of the offer of superior living and/or employment conditions. These same communities would decline in population and/or in standards of living, as many communities have in the past history of this and other countries, due to deteriorations in their attractiveness to population and the employment sources necessary for their continued prosperity.



The aim of the planning board in the study of the economic base will be the determination of features of the community which have supported and stimulated growth in the past, the present influence and stability of these and other new features today, and the potential effect that these inherent "magnets" are to have on growth tomorrow. This information is imperative to (1) make possible a logical forecast of the community's future growth and the land that will be required for different purposes and (2) the development of a sound programme for the future use of the community's economic resources.

As a supplement to this issue Mr. Kunio Hidaka, of our staff, has prepared a more lengthy and intensive discussion of this important phase of the planning survey, entitled "The Economic Base of the Community".

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STATISTICS RELATING TO PLANNING ACTIVITY IN ONTARIO  
DURING 1954

Planning Areas

During the year, 21 new planning areas were defined by the Minister of Planning and Development, bringing the total number of planning areas as of December 31, 1954 to 178. The total may be broken down as follows:

|                                      |             |
|--------------------------------------|-------------|
| Joint Planning Areas                 | - 42        |
| Subsidiary Planning Areas            | - 44        |
| Single Independent<br>Planning Areas | - <u>92</u> |
| Total                                | 178         |

Official Plans

A total of 4 official plans were approved during 1954 making a total number of official plans, prepared under the terms of The Planning Act, 51.

During this period a total of 49 amendments to existing official plans were submitted to the Minister for his consideration and approval.



### Committees of Adjustment

Five additional committees of adjustment were appointed under section 15 of The Planning Act during the year to increase the total number in the Province to 21 committees.

Of the 21 committees, 13 are in cities, 4 in towns, 1 in villages and 3 in townships.

Of the 842 applications coming before these committees' attention during the year, 665 were granted, 78 being subsequently appealed by the Minister and other persons.

### Restricted Area By-Laws

In 1954 the Community Planning Branch reviewed 643 restricted area by-laws either at the request of municipalities prior to their submission to the Ontario Municipal Board or subsequent to the submission to the Board at the Board's request.

### Areas of Subdivision Control By-Laws

Fifteen area of subdivision control by-laws and 35 amendments to by-laws passed earlier were approved and lodged with the Community Planning Branch during the year. The total number of such by-laws adopted to December 31, 1954 has risen to 295.

A breakdown of the municipalities in which areas of subdivision control by-laws are now effective is as follows:

|                       |      |
|-----------------------|------|
| Cities                | - 19 |
| Towns                 | - 30 |
| Villages              | - 22 |
| Townships             | - 86 |
| Improvement Districts | - 4  |
| Park Commissions      | - 1  |

---

|       |     |
|-------|-----|
| Total | 162 |
|-------|-----|

### Plans of Subdivision

During the year, 1209 draft plans of subdivision were submitted for the Minister's approval. This brings the total number of plans submitted since 1945 to 8,084.

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### BRIEFLY NOTED

On January 24, 1955, The Improvement District of Manitouwadge was defined as a planning area. Mr. D. R. Taylor (Department of Municipal Affairs) will act as Secretary-Treasurer of the Board.

Until recently, the Committee of Adjustment for the Township of Etobicoke has been constituted by the Planning Board. The Township has now decided to change the basis of the Committee's establishment by having it constituted by the municipal council, and Messrs. D. Gunn, H. Schwegler, and G. Harris have been appointed to comprise the Committee under this new constitution.

The Atikokan Planning Board was recently appointed. Its members are: Messrs. W. Calder (Chairman), S. G. Hancock, N. Edmonstone, P. D. Pearson, A. Belluz, E. W. Whitman, and E. O. LaFontaine (also Secretary-Treasurer).

Messrs. John Whittaker, J. Murray Trott and A. C. Teachout were appointed to the Welland Area Planning Board.

Mrs. Eleanor Morgan has been appointed as a member of the Morrisburg and Williamsburg Planning Board.

The Fort William Planning Board has three new appointments to its Board: Messrs. W. Main, B. C. Hardiman (Alderman), Alex Anderson, (Alderman).

Messrs. N. Dobson, J. Goulding and Wm. K. Sims have been newly elected to hold office as Chairman, Vice-Chairman, and Acting Secretary respectively on the Nelson Planning Board.

The members of the Neebing Township Planning Board for 1955 are as follows: Messrs. R. Bicknell (Chairman), A. Coppin (Vice-Chairman), W. Savella, F. Ohlgren, S. Rea, T. Tronsen, Reeve A. Grant. Mr. E. Baker is Secretary of the Planning Board.

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### COMING EVENTS

#### A.S.P.O. Planning Conference

The American Society of Planning Officials has scheduled its 1955 National Planning Conference for September 25 to 29 in Montreal. This is an excellent opportunity for all A.S.P.O. members and others interested in planning in Ontario to meet



with some of the best planning talent on this Continent and to hear and participate in discussion of planning problems that are urgent and of wide application. The conference program will be printed in a future issue of "Ontario Planning" when it becomes available.

We hope to see representatives from every planning board in Montreal during the last week in September.

Summer Course for Planners on  
City and Regional Planning

Monday, August 22, through Friday, September 2, 1955:  
This two-week Special Summer Program, comprising the seventeenth of the annual series of M.I.T. seminars devoted to this field, is of special interest to those concerned with administrative and technical aspects of city and regional planning. The Program will be of particular value to staff and members of local planning boards, and is also designed to be of benefit to real estate, investment, and industrial corporations.

Special emphasis will be given this year to metropolitan regional planning, particularly in view of the growing appreciation of area-planning approaches.

The program will be under the general direction of Frederick J. Adams, Professor of City Planning and Head of the corresponding M.I.T. Department, assisted by other members of the Department and by special lecturers selected from leading practitioners in the field.

Book Review

"SPACE FOR INDUSTRY"

By Dorothy A. Muncy. Technical Bulletin No. 32,  
Urban Land Institute, 1737 K. Street N. W.,  
Washington 6, U. S. A. 40 pp. \$5.00.

The "Foreword" to this excellent bulletin suggests that most urban municipalities have not zoned enough land for industrial purposes. Although perhaps true of cities that the author studied in the United States this remark does not appear to be entirely valid in Ontario where the opposite extreme is often in evidence.

On the basis of an intensive examination of the physical characteristics of a wide variety of industries the author has developed a series of observations on such features as number



of employees per industrial acre, car parking facilities provided, percentage of lot covered by buildings and lot areas provided.

This study has been carried out with the express object of securing an understanding of industry's site needs, a subject on which there has been much talk but little logical analysis.

It is felt that this bulletin, although it could perhaps have been improved through the use of clear-cut summaries, will prove extremely valuable to the planning board and council in the development of intelligent industrial programmes, official plans and zoning by-laws.

### \* A New Community Attitude

An effective plan for industrial growth cannot be based upon prejudice, unsound concessions, or standards below those set by responsible industry.

Responsible industrial management wants more space: space to insure efficient production, space to provide conveniences for employees and visitors, space for future growth and space to protect its large capital investment. Industry today is building plants with far better space standards than cities have required or even anticipated.

Yet community reluctance to change public controls on land use to favor industry is understandable. The public still thinks of all manufacturing in terms of noise, odors and smoke. Through a scrupulous educational program, the public can be shown that many types of modern factories can be "good neighbors".

But before the public surrenders its freedom to build homes on land needed for future factories, it must be convinced that such sacrifice is in the best public interest. If the standards a community sets for new industrial development are not as good as those set by responsible industry, it will not be in the best interest of either the community or the manufacturer. The key word is "industrial" not "development".

The community must not find, twenty years hence, that the crowded industrial lofts cleared out of central areas by redevelopment have sprung up in new form in the suburbs. We need not build horizontal industrial slums today to plague us in the future.

\*This is an excerpt from "Space for Industry" which is reviewed above.

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CORRECTION

In the January 1955 issue of "Ontario Planning" • on page 8, 3rd paragraph, 5th line - please change the word exceed to be less than, so that the corrected sentence will read:

The committee may be established in two ways, firstly a planning board may constitute its members, or not less than three of its members, as the committee of adjustment, and secondly, the council with the approval of the Minister may appoint such persons, not to be less than three in number, as the council deems advisable.

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SUPPLEMENT ATTACHED TO THIS ISSUE

Attached as a supplement to this issue of "Ontario Planning" is an article entitled "Economic Base of the Community".

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v.2 Supplement - "Ontario Planning" - Vol. 2, No. 2.

no. 2

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### THE ECONOMIC BASE OF THE COMMUNITY

A survey of the economic base of the community is an essential part of the planning process. It is only when accurate and comprehensive information is available on economic resources that a sound plan and programme of development can be formulated for the planning area. While maps and reports showing existing land uses and other physical and social features are of basic importance in planning for future uses, such information must of necessity be supplemented by the economic survey which would supply data on the production, distribution and consumption of goods and services within the planning area.

It is often stated that land is the source of all wealth. It may also be stated that one of the primary functions of planning is to provide a basis for the efficient and orderly use of land which in this context may be extended to include all natural resources to meet human needs. As the goal of economic activity and development is to exploit the wealth which is contained in the land and to distribute the products of the land, it is apparent that planning and economic organization bear a very close relationship. In present day society economic wealth is extracted from the land, refined and processed into form, assembled and distributed through complicated channels to be used either to produce more goods, in the case of producer goods, or to be consumed, if consumer goods.

Part of the economic survey would be directed toward a study of land use. The scope and techniques of the existing land use survey were discussed in detail in the November, 1954 issue of "Ontario Planning". Other matters such as transportation facilities, public utilities and sources of heat and energy, etc., all being vital factors in our technological civilization must also be part of the survey. But as a point of commencement, an approach to the problem from the use of land may be a satisfactory introduction.

### Agricultural Resources

Many municipalities in Ontario have large areas of land developed for agricultural purposes. Planning in such areas would be directed toward making the most efficient use of the land based on studies of the soil, moisture conditions, etc. for maximum production and well being. Some lands should not have their forest cover removed, certain other lands should be permanent pasture and other lands may be cultivated for crops.



It is often found, close to developing urban centres, that lands suitable for specialized crops such as fruitlands, and market garden lands on the lighter, warmer soils, being also suitable for housing and industrial purposes because of location and drainage, are taken out of agricultural production. While no solution of the problem has yet been suggested, careful attention should be given to it where it exists, and the fact that such lands are in limited supply should be recognized. Where possible, it would be helpful to tabulate and maintain statistics on acreages in various types of uses for each year within the planning area. Information of this nature is compiled by the Ontario Department of Agriculture.

### Industrial Base

Towns are often referred to as industrial, market or commercial, or residential, usually from their predominant use. However, almost every town has all these uses within its boundaries.

Although many municipalities are eager to increase their industrial base in the hope that the tax burden may be partly shifted to the new industries, this factor should not be permitted to outweigh other important considerations in determining the most desirable location of industry. The primary purpose of industry is to provide the goods and services required by people; tax revenue for the municipality and wage income for workers are essentially secondary attributes of industrial activity.

If the program of industrial development is to be conducted in a systematic way, data on existing industries should be compiled and tabulated. The location and land area owned by each plant should be known. Further information on the land area covered by the building, the floor space of the building, its construction, etc., should be noted. Information should also be secured on the work force, their numbers, skills, age groupings, etc., in order that new industries may be given some indication of the labour supply and may gain some information on how they may meet their labour force requirements. Data of this type is available from the Census and from reports of the Dominion Bureau of Statistics.

The survey should extend to a study of the products and types of industries. Certain suppliers of parts to the existing industries, or firms which purchase parts manufactured by existing industries, may be interested in locating in the municipality. Existing industries should be studied also to determine whether they are extractive, such as mining, lumbering, fishing, etc., or manufacturing, or service. Refining processing and assembling would be placed under the broad category of manufacturing. Service industries are those such



as dry cleaning, automobile repairs, etc., which are in certain instances closely related to commercial uses. A number of other classifications may also be used, such as: perishable and durable, producer and consumer, primary and secondary, raw materials and finished products, light and heavy, and many more, with intervening variations.

The public utilities and services required and supplied to the industries should be noted. Certain industries, such as electro-metallurgical works, are generally located close to a large source of power; others, such as pulp and paper mills, are users of large quantities of water, and almost every industry depends on suitable transportation routes for receiving or shipping raw materials, component parts and finished goods. The advantages which will accrue to industries locating in the municipality should be known to the planning board and used to increase the industrial base, where possible and desirable.

Prior to deciding on a location, the prudent firm will study the advantages and disadvantages of a number of alternative sites. Location of an industry is usually determined by such factors as the sources of supply and the market for the products. A municipality must therefore know transportation routes and services, warehousing facilities and rates, in some cases the cold storage space available, utility rates and terms, etc., when negotiating with the firm. The industry's general possibilities must also be known to the municipality. Should the location be unsuitable to a firm it should not be encouraged to locate within the municipality.

### Commercial Areas

While wealth is produced in the industrial areas by additions to the value of the product with each process and additions in assembly, wealth of another type is produced also by additions to the value of the product, in the distributive channels located in the commercial areas. The commercial area is the location where the producer or vendor of goods and services meets with the consumer or purchaser, and the ownership is transferred. There are many types of goods and services, and the manner in which they are sold may take various forms, but in all instances the commercial location must be easily accessible, have convenient circulation within the area and have suitable transportation facilities to receive and ship goods.

The commercial areas within the town or city should be plotted and classified. The wholesale areas generally will be located close to rail, trucking and water transportation lines and to storage facilities while retail areas will be conveniently located in relation to public transportation and



traffic routes or within walking distance of residential areas. The location and area of the primary shopping area at the town centre should be outlined and data on such matters as the number and types of stores, floor areas, etc., should be compiled. The secondary shopping centres and isolated stores should also be located on a map and a note made as to their type. Stores should also be classified as to whether they sell shopping goods or convenience goods as this factor has considerable bearing on time spent in shopping and as a result on parking areas required.

The survey should gather information on the municipal services supplied to the commercial areas. The road pattern and public transportation services are becoming of greater importance in shopping. Where there is congestion, parking facilities often determine whether a person will choose to shop in that area. But in addition to the layout and physical features of the shopping areas, data should be gathered on the trading areas of various stores or for different classes of goods and the volume of sales of the stores. When consideration is given to the question whether the existing commercial areas are adequate such market data are of great assistance in providing a dependable answer. If stores have been improperly located, such information may also help to find a suitable remedy for the situation.

### Residential Areas

There may be some question about including residential uses within the economic base of a community. Housing which occupies residential land is the product of the construction industry and adds to the wealth of the community. It is sold either outright or on a lease or rental basis and therefore becomes a source of income. This is particularly true in specialized areas where rental housing is the custom, or where for reasons of climate, scenic features, health and recreational amenities, tourists and permanent residents are attracted to them to make use of these natural advantages.

### Recreational Lands

Lands which can be, or have been developed for either summer or winter recreational purposes should be given special treatment and attention. Safeguards should be instituted to assure the protection of those amenities and natural features which contribute to the economic well-being of the municipality.

### Relationship to Municipal Finance

It is axiomatic that the level of municipal income and expenditures will depend on the economic resources located within the municipality and the manner in which these



resources are used. The survey of resources may be profitably extended to a study of municipal finance. Such study, which would include an analysis of the debt structure, annual income and expenditures, will make it possible to determine the ability of the municipality to carry out the capital improvements which are required to implement and supplement the land use and other proposals as to future community development contained within the plans and recommendations prepared by the planning board.

A survey of the economic resources of the community will identify and classify its wealth-producing and using activities. For purposes of municipal finance it then becomes possible to determine the areas which are assets and which are liabilities. The distribution of the tax burden and the amount of expenditures on each area may be calculated and plotted on maps. The deficit areas may be marked for special treatment under a planning scheme. By means of the statistics gathered by the survey, it will be possible to exercise a greater control of the programme of development whether initiated by a public agency or by private enterprise. For greater success the survey function must be continued as a basis of planning and made a fundamental part of operations.



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Supplement - "Ontario Planning" - Vol. 2, No. 3.



Extracts from an article entitled "Better  
Designed Shopping Centers" by Henry B. Raymore,  
(printed in the N.Y. State Planning News, May, 1951)

### BETTER DESIGNED SHOPPING CENTERS

The term "shopping center" is a comparatively new one, that has come into general use since the war. It is being loosely used to designate a wide variety of enterprises, ranging from an ordinary row of block front stores in an established business community, or on the edges of it, to the enormously successful Country Club Heights development in Kansas City. Like all new terms it gets abused, and is being used to cover too many things. What does it really mean? People will differ about that, but for the purposes of this talk, I propose to limit and define it to mean those groups of retail establishments, built as a unit and usually operated as such, that are being set up to serve new residential communities that are too far from established shopping areas to be conveniently served by them.

These shopping centers may be of the neighborhood variety, or they may be regional in character depending on the size of the market area they serve. We are not going to consider here the isolated store, however large or small, set down in more or less rural surroundings or rows of block front stores in or attached to the existing business center of the community. The shopping center as considered here is tied closely with a surrounding residential neighborhood, and is isolated to a greater or lesser degree from the main business center of the town or city.

### Definition of Shopping Center

Thus, in the definition, some of the criteria by which a shopping center can be judged are apparent. First it is strictly retail. It accommodates no wholesale business or industry. Second, it is built as a unit, not piecemeal, and is usually operated as a unit on a rental basis. Third, it is somewhat remote from existing shopping facilities, and lastly, it is intended to serve the needs of either the small residential community immediately surrounding it, or a larger residential region. The regional center will compete with existing business centers in nearby towns. The neighborhood shopping center should not compete with existing facilities.



### Defects of Some Built Centers

Many of those already built, unfortunately, have been thoughtlessly planned, inadequately financed, poorly managed, and improperly integrated into the community they are supposed to serve. Many are too small, and space has not been provided for orderly expansion. Others are much too large to be financially successful. They lack an adequate customer potential in the area, or are too close to other similar facilities so that they suffer unduly from competition.

No one shopping center, of course, will fulfill all our ideals or follow all the rules and principles we may propose. Local conditions will make it necessary to compromise, to sacrifice here and there, to achieve a result. Nevertheless if we have these rules and ideals in mind we will certainly get a better result than if we go ahead blindly by guess and by gosh.

### Some Centers May Be Failures

David Bohannen, in a recent issue of American City, says, "Since the war, particularly during the past few years, a veritable deluge of shopping centers has been built and is being planned. I am fearful that many of these centers will be failures. Reason for this pessimistic view is not hard to find and include:

1. Lack of sufficient supporting territory;
2. Present high cost of construction, which can mean capital investment out of all proportion to possible return;
3. Complete lack of experience in the planning, leasing, and management of such operations by the developers."

In an article in Urban Land, the late Coyde Nichols, who spent months in research and study of shopping centers said: "There is today a widespread movement developing in cities throughout the country for the building of outlying shopping centers. If carried too far, it seems to me, there is grave danger of many misplaced shopping centers, without proper supporting trade territory, resulting in very poor investment on the part of the builders. It should be understood that I am not taking the position that there are not many outlying sections in many of our cities which are growing rapidly and in which shopping centers should be established, and can be on a paying basis, but I do wish to urge in the very strongest terms that the whole situation be weighed and studied with exceeding care before investing in new outlying shopping centers."



### Skill and Experience Needed

It requires a wide range of skills and experience to solve satisfactorily the shopping center problem. Each of the following experts can contribute: a market analyst, a traffic engineer, a land planning engineer experienced in shopping center layout, a real estate broker familiar with commercial leases, a merchandizing consultant, an architect, a landscape architect, and last, but by no means least, a planning technician working in the interests of the community.

Having stressed the magnitude, the difficulties, and the risks involved in such projects, let me now pass on to the rules and principles that seem to me to have a bearing on the problem.

### Careful Survey Needed First

The first principle is, I believe, that no new shopping center should be permitted by the municipality, nor undertaken by the promoter, unless a careful market survey indicates that consumer support either exists or is certain to exist within a short time. These market surveys can be made without great expense, and they should be insisted on before any planning board or other municipal authority grants a permit for such an enterprise.\* The method is to take a map, outline on it the area within 5 minutes motoring, 10 minutes, 15 minutes and so on out till the lines encounter existing similar facilities. Certain percentages of people living within these areas may be counted on as potential customers, but these percentages should be checked by a house to house canvas (use high school boys). Allowances should also be made for the drawing power of various distant or nearby facilities, existing or potential. Consideration must also be given to the rate of growth of the area to see whether or not the available market is likely to increase or not, and at what rate.

### Where Centers Should Not Be Built

If, from such a survey, it is found that fewer than 500 families are available who will patronize the center, it probably should not be built. If the promoter still insists, the community probably should stop him in its own interest and his also. It must be stressed that any shopping center must be financially sound. If a sufficient market does not exist or will not come into being promptly, the center will fail, resulting in empty stores, unpaid taxes and loss all around.

The next principle is the restrictions and limitations that should be imposed by the community. Here is where intelligent planning comes in. Zoning is involved.

\* In Ontario these market surveys could be one of the requirements demanded by the municipality before considering a request for an amendment to the official plan and restricted area by-law.



A large center, serving a huge area, one of the really regional ones, can properly contain many sorts of establishments, can have larger, taller buildings, can treat the problems of parking management servicing and a host of others quite differently from the way a small center serving only an intimate neighborhood would handle them.

#### What Restrictions Should Be Applied

And that brings us to the question of what restrictions can properly be applied. It seems to me that a given restriction should be judged on the basis of reasonableness, and what its effect on the community will be. It must never be lost sight of that these isolated shopping centers are really accessory to the residential use of the neighborhood. Therefore when it is a question between what the shopping center wants and what the residents of the area want, the latter should be given the greater consideration. It is therefore reasonable, it seems to me, to restrict these shopping centers to those stores and services that can definitely be shown to be needed by the residents of the area. Such things as printing establishments, for example, which are permitted in most general commercial areas, or restaurants catering mainly to transient roadside trade that does not originate in the neighborhood, don't belong and should be ruled out. Usually the small neighborhood center of ten stores will require a food store, a drug store, a dry cleaning and laundry agency, a beauty parlor, a barber shop, a variety store, florist, women's specialty shop, haberdasher, shoe shop (including repair). If the market area is larger or as it increases, radio store and appliances, liquor store, candy store and other special types of retail establishments can be added. Probably theatres and gas stations do not belong in the smaller centers. Larger ones can accommodate theatres. Gas stations are a special problem, they are usually better by themselves, or at least on the outer edges of the center.

#### Some Necessary Restrictions

Restricting building heights to one storey, and building area to a small percentage, say 25% of the lot, prohibiting illuminated signs or loud speakers are all reasonable restrictions when the residential character of the neighborhood is considered. The requirement that adequate loading, service and parking space be provided and maintained is so basic it hardly needs stressing. If the problem cannot be handled in connection with a residential subdivision, then a special business district should be established in the local zoning ordinance, into which such facilities would be placed. This latter method, of course, lacks the flexibility of the former.



### What is Good Location?

Now as to location. It is seldom possible to get the ideal location, and compromises have to be made in the interest of getting something done. If we wait for the ideal situation to come along we will never accomplish anything. Other things being equal, however, I think it can be said that no new shopping center should be established within three-quarters of a mile of an existing business center, or within that distance of existing business zoning, as yet occupied, but which may reasonably be expected to develop. This will protect both the existing business community from unfair competition and also those owners who have owned and paid taxes on so-called business property for years in the hope eventually to be able to use it.

### Avoid Highway Intersections

Another thing about location that I think is fundamental, but which, I am sure many of you will feel is revolutionary, is this. I think a shopping center, particularly one of moderate size, should not be located at the intersection of two main highways. Of course it will be conspicuous at such a location and attract attention. But it will also create a host of traffic problems. Heaven knows we have enough of these without going out and deliberately creating more. Put the shopping center on a main highway, if you will, but between intersections, not at a corner. Same thing goes for gas stations, according to my thinking. Why must every main intersection have four gas stations?

If such a location is chosen, how screen the center from adjacent residents on both sides and at the back? The first thing to be sure of is that you have a big enough piece of land. No 100 ft. or 150 ft. strip will do. You must have area and depth. The deeper the plot the further back you can place your buildings and still be seen, and the more space you have for parking, hence the larger the unit you can accommodate. For a small unit of ten stores to serve perhaps 500 families, you need a plot 400 ft. long and 300 ft. deep. That provides room for a building 250 ft. long, with a 25 ft. service alley on each end to reach the back. The building, if it is 80 ft. deep, and there is a 40 ft. strip at the back for service and employee parking, will therefore be 130 ft. back from the street line, which gives ample space in front, where it belongs, for customer parking. Because you have great width, the building though it seems far back, will still be easily visible. The remaining 50 ft. on each side and at the back should be left in natural growth or landscaped to serve both as a park and as a buffer between the commercial area and the residential.



That makes an ideal layout. You won't get it every time, but it is something to work towards. Usually what happens is that the developer lays out his tract for homes, then thinks of a shopping center and tries to stick it into whatever odd triangle or other odd shaped area he has left. This won't do. Think of the shopping center first and design the street pattern for the residential areas around it.

#### Wider Frontage Needs Deeper Setting

Of course if the unit is bigger, get a wider lot, set the buildings back proportionately further, but maintain the same ratios and proportions as far as you can. Obviously the wider the frontage, the further back the building can go and still be visible, and the further back it goes the more convenient parking space you have. Don't make the horrible mistake of putting part of your customer parking in front and part of it behind the building. If you do that you make yourself a lot of headaches. How are you going to get into the rear area without having traffic crossing pedestrian sidewalks, and how are you going to separate customer parking from delivery, garbage disposal and employee parking? Then what about front and back entrances to stores. Most storekeepers hate them, as they mean an added policing job to see that goods don't walk out the back door unpaid for.

#### Question of Parking Space

How much parking space should you provide? With a maximum land coverage of 25% of the area of the plot by buildings, you will have 75% of it available for parking, driveways, loading spaces, planting screens and the like. This is not a bit too much. A ratio of four to one is being used widely now, and some centers are providing as much as five or even six to one. Apparently there is never too much parking. The shopping center where a customer can always find a parking space is the one that does the most business.

NOTE: Mr. Raymore in speaking of the absolute minimum number of families required to support a shopping center (500) is presumably referring to the small local neighborhood center of from four to eight shops. - Editors.





Vol. 2, No. 5

CHURCHES IN NEW SUBDIVISIONS

In the planning of a new subdivision the situation of the church is often overlooked, or perhaps more accurately, deliberately by-passed. Perhaps the foremost reason for this is that the church has no unified voice when it is approached with the problem of choosing a site in advance of an immediate congregation being available.

Educational authorities are organized into school boards at the local level, and at the very most, the planner has three groups with which to consult, but more probably there will be only one. In direct contrast to this, is the difficulty of consulting numerous religious groups when attempting to plan for a future congregation of unknown religious affiliations. Thus, the first problem is - who is to be consulted - obviously it is impractical to provide sites for all religious denominations.

The usual course of events is for an area to develop and then a religious body will attempt to find an appropriate site - often at rather high cost to itself, and the adjoining area.

If a site is chosen for the church of one particular denomination, it may automatically restrain members of other religious beliefs from locating in that neighbourhood. Because of this, a developer is reluctant to set aside land for religious purposes.

The lack of literature on church location is indicative of the dearth of research in this field. The developer, having no basis upon which to proceed, nor the time for original research, takes the path of least resistance, and provides no site.



No one would deny that the church has a rightful place in every plan and is an essential part of the community. A community spirit is often based essentially upon the church symbol and activities, and is an important basis for the neighbourhood. The church role is not confined to religion, but plays its part in the social and cultural life of the people.

The population necessary to support a church building has been estimated to be from 1,000 to 4,000 or about 700 families. The 1953 Conference Extension in Philadelphia suggested one church for 1,500 to 2,500 population of Protestant preference. For Roman Catholics the figure has been set at approximately 3,500. In Levitt Town allowance was made for one church per 750 families - the denomination of each being determined by a "running total" of the population of the area.

"Churches have proved undesirable when located among residences largely because of the automobile parking problem. Activities are going on continually in the modern church. Church sites adjacent to shopping centers have been found satisfactory where they act as a buffer between residential and business uses and where parking is provided nearby which will reduce the damaging affect of excessive parking on residential streets. However, churches should not be so located as to monopolize parking areas in shopping centers at times when shops are open for business. Off-street parking should always be provided on the church site. Church sites necessarily must be from 3 to 5 acres or more in area." (Community Builders Handbook, 1954, p. 89.)



"In developing a new community, church sites should not be selected adjacent to a shopping center just to take advantage of the parking facilities although there are other good reasons for such a location. There is an overlapping of uses of parking. (Churches should be built on sites sufficiently large to incorporate space for their own needed parking). While churches might be



in the general neighborhood of the shopping center, don't put them in it. In any event, provide enough parking space to avoid interfering with your merchants." (Community Builders Handbook, 1954, p. 203.)

"Where neighborhoods are composed of very diversified religious groups, churches may often be grouped with other community facilities at the district level, such as high schools and civic centers, as they then serve a rather widely scattered population. In these cases location of the church on or near a primary traffic artery is important, and land allocations for churches should be considered a district rather than a neighborhood problem." (Public Administration Service, PLANNING THE NEIGHBORHOOD, p. 50.)

Neighborhood

Centre

Majority Denominational Groups.  
X Special Denominational Groups.

"...characteristics of modern church activity. The amount and nature of their activities will vary widely with the denomination and extent of its program... In nearly all cases ...one or more services will be held on Sunday morning. Sunday evening services and meetings on Wednesday or Thursday are usually the other major meetings regularly scheduled. In addition to meetings of various groups held each week, some churches will have bazaars, dinners, plays, fashion shows, dances and even bingo games scheduled throughout the year. These functions generate a considerable amount of traffic to and from the church. Even in the so-called small neighborhood church, a substantial proportion of the attendants use automobiles even though they may live less than one-half mile away." (Home Builders Manual for Land Development, p.200.)

"Land values and building densities customary, or allowed, vary greatly from the heart of a large city to the fringe of a small one, have a decided bearing on lot size. However, the following standards are helpful in deciding the space requirements for the average church based on a seating capacity for 50% of its members:

- (1) Worship unit of 10 to 12 square feet per person
- (2) Fellowship unit of 12 to 15 square feet per person
- (3) Educational unit of 20 square feet per person
- (4) Off-street parking at one car space for each three in attendance or 100 square feet per person;



Another method of space computation is as follows:

- (a) Up to 400 members - a minimum of one acre (2 is better)
  - (b) 400 to 800 members - a minimum of two acres (3 to 5 is better)
  - (c) 800 to 1200 members - a minimum of three acres
  - (d) 1200 or more members - a minimum of four acres
- (William H. Claire, The Church in the City Plan, JOURNAL OF THE AMERICAN INSTITUTE OF PLANNERS, Fall 1954, p. 177.)

"If the Church is to be properly located in the American community, three needs must be met on national level: (1) Ideally, Protestant, Roman Catholic and Jewish forces should unite in an approach to planners. If this ideal is impossible, the Protestant denominations must unite and move forward alone. This concept of united ecumenical action requires a whole new strategy. Services of worship, united study projects, joint social action are not enough. There must be a strategy for dividing responsibility, or territory, or people. The importance of this suggestion should not be minimized, for it proposes a division that can determine the future life and strength of a denomination. As a strategy, it calls for more than the comity procedures of the past. It calls for a regional distribution of churches, for the safe-guarding of minorities, for the recognition of majorities, for the protecting of religious freedom, and for taking into account the sociological and psychological factors of the community. This is, in effect, a strategy that calls for a new attitude, and thus, a new profession -- for a Church equivalent of the American Institute of Planners, or perhaps for a Church Chapter of the American Institute of Planners. (2) The second emerging need is for a realistic approach to the professional planner, an approach that will present the Church as a uniting force in the building of a community. The burden of perfecting a technique and demonstrating its power to unite people rests with the Church, and when it has succeeded, planners will make planning for the Church one of their primary concerns. In the same way, the Church must first unite and then demonstrate that its denominations are component parts in a united body of public opinion that will support those projects that include adequate church planning. (3) The third need is for the reduction to an approved body of statistical information, such data as will enable planners to determine how many churches are needed, where they should be located, and what acreage is required for churches in any neighbourhood or community they plan. This is an undertaking of considerable magnitude, for not only must the churches gather the data, but they must unite in determining the formula by which the data are to be used. Nevertheless, it must be done." (John H. Shope, The Need for Church Planning, JOURNAL OF THE AMERICAN INSTITUTE OF PLANNERS, Summer 1954, pp. 123, 124.



It is obvious from the above that finding a location for a church involves more than just setting aside some land. It concerns the location in relation to the population it is to serve, the type of activities it will sponsor, and the amount of land necessary to accommodate the building and the accessory uses in keeping with the amenities of the neighborhood. Thus, the location of churches should be viewed in a similar manner to the location of schools in regard to the official plan. And again, in view of the numerous activities and needs of a church it should be restricted by restricted area by-laws as to amount of parking space, front, side and rear and permissible activities and accessory buildings.

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\* MONTREAL --- 1955

Forty-one years ago the National Conference on City Planning met in Toronto. This year, Canada will again be host to a major conference of United States planners - the 1955 Planning Conference of the American Society of Planning Officials meeting jointly with the Community Planning Association of Canada, September 25-29, in Montreal. Planning agencies throughout all of Canada are joining with the conference city to make this a significant and unforgettable occasion.

The preliminary program for the 1955 conference will be issued early in July. Meantime, be sure to make your hotel reservation (see page 6) and note the following program features that have been planned.

An address on Urban Planning Problems in Canada, by a Minister of the Canadian national government is scheduled for a luncheon session and major addresses will be given on the Rights and Responsibilities of Citizenship and on City Planning and Mental Health.

There has been much discussion for a long time about planning in metropolitan areas. This time, the ASPO conference will tackle the question of Can Metropolitan Government Work? - with experts to discuss the subject from the point of view of administration, finance, and local government relations. Traffic and transportation are hardy perennials; a variation this year will be an analysis of traffic generators as background for the question, Is This Trip Necessary?

Suburban development problems - which include some crucial issues that have been highlighted this past year - will be examined by both developers and planners in one of the principal sessions. A look ahead at Planning For Tomorrow's World is another major headliner, planned to bring new viewpoints.

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### INTERNAL ROAD PATTERN - RESIDENTIAL NEIGHBOURHOOD

A generalized picture of the residential neighbourhood has been presented previously in the June-July (Vol.2 No.6) issue of "Ontario Planning". Our attention in this issue will be directed to a discussion of the principal features of the internal road pattern of such a residential unit.

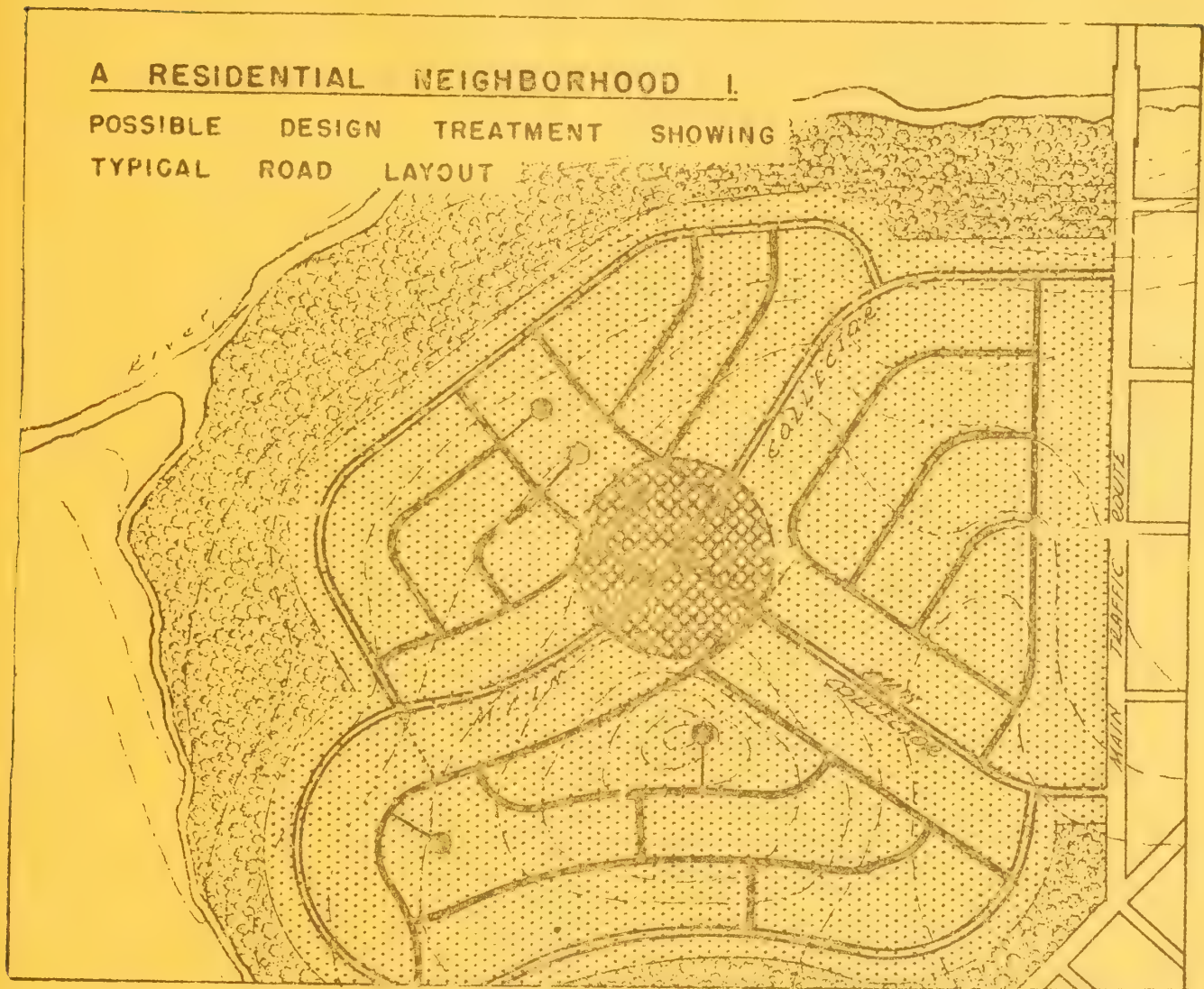
The importance of an efficient system of roads within the neighbourhood cannot be overemphasized. Such efficiency is not only necessary because of the increasing prominence of the automobile but also due to the fact that so many of the features of living within the neighbourhood are directly influenced by the road pattern adopted. We have only to look at one type of road layout, the well known rectangular grid, to see how an ill-conceived street pattern can lead not only to poor traffic circulation but also exert deteriorating influences upon every function which occurs (or tries to occur) within the road pattern.

Because of the very large number of variants which enter into the design of a road system for a specific neighbourhood unit, and the lack of similarity in any two neighbourhoods, it is extremely difficult (and often times, unwise) to establish rigid rules, either mathematical or graphic, which can be applied in all design circumstances. While this lack of rigid rules is valid there are certain broad principles which will be of assistance to the planner in reaching the most suitable layout and to the planning board in making analysis of plans submitted for its consideration.

The principles to follow are probably not exclusive but are those that we have found most useful in both original design and analysis. While they are used in connection with our consideration of the relatively self-contained residential



neighbourhood they also have some applicability to the ordinary subdivisions of less than neighbourhood size.



Convenient access must be provided from the neighbourhood to the exterior boundary roads.

A residential neighbourhood is only one part of the entire urban complex. Although designed to be self-contained in terms of day-to-day residential amenities it cannot exist by itself. To provide for intermovement from the neighbourhood to other parts of the community there must be connections between the internal road system and the community arterial roadways which bound the residential unit. The tendency in the past has been to provide too many connectors with a resulting deterioration of the traffic carrying capacities of the boundary arteries.



2. Traffic movement between the various parts of the neighbourhood must be facilitated.

This statement is not of course restricted to automotive traffic but includes pedestrian movement as well. Ready and safe movement must be provided to such focal points as the shopping groups, centrally located recreational, religious, educational and cultural facilities, as well as between the various residential sections of the neighbourhood. While we live in a time of metropolitan wide social associations there is still a very great probability of the family developing associations throughout the neighbourhood.

3. The pattern of roadways within the neighbourhood must be simple.

In moving from an old to a new system there is always the tendency to move too far initially, then, as experience is gained, to move back to a point of equilibrium. It is quite apparent that such a state existed when many subdividers came to the sudden realization that the popular grid pattern of street layout was totally unsuited to residential requirements. To escape from the known deficiencies of the grid system a revolutionary move was made to another system then labelled with the sticker "curvilinear" but in reality could more appropriately be termed the "can of worms" pattern.

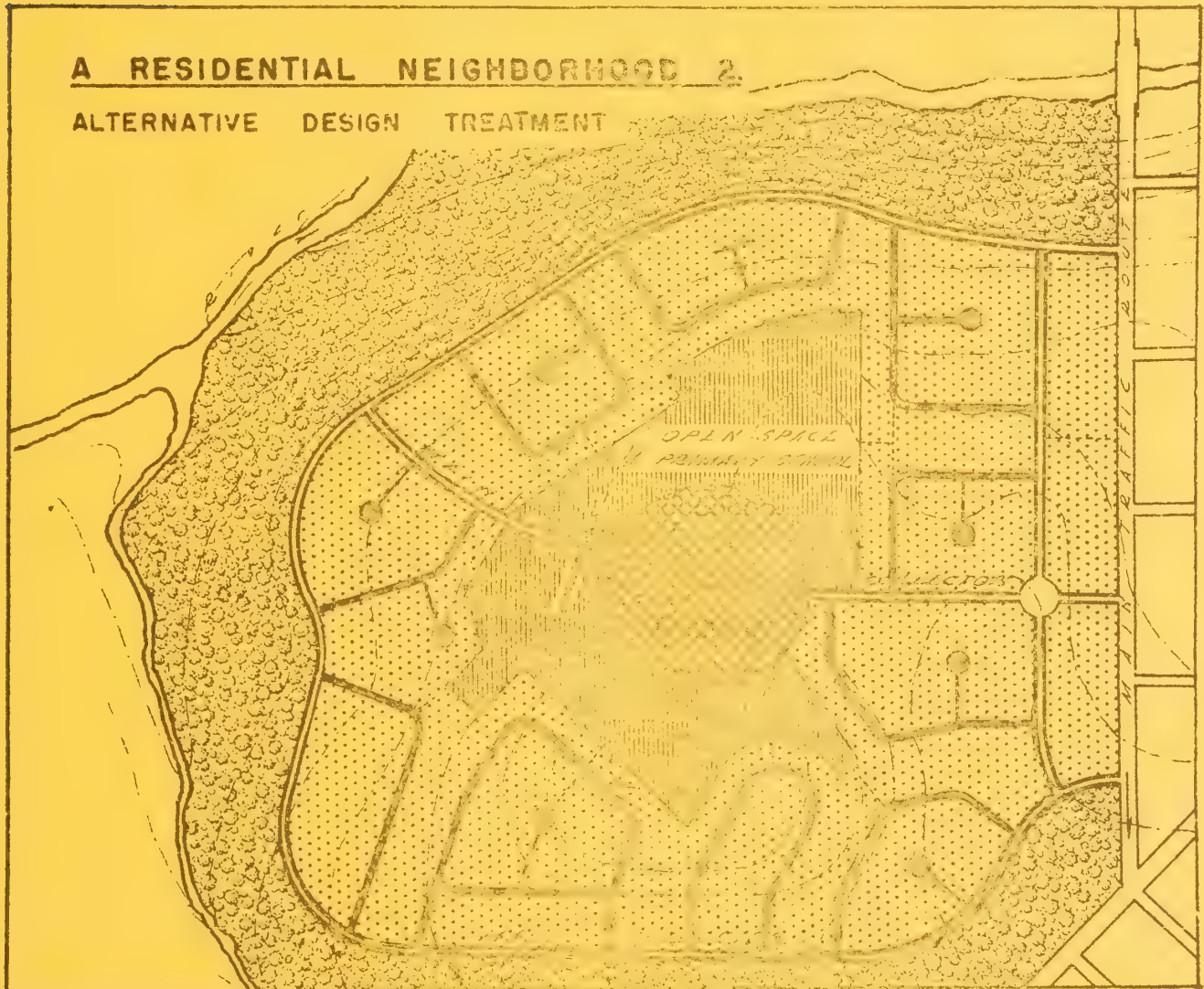
While this new type of pattern excluded through traffic from the subdivision, decreased vehicular speeds and other undesirable features attributable to the moving automobile new problems were created which proved of disadvantage to the area to which it had been applied. There is very little similarity between these early attempts and the properly designed curvilinear street pattern of today.

The primary deficiency in these early curvilinear networks was their extreme complexity. The opposition voiced by the postal authorities, fire departments and other municipal service departments, and the stranger setting out on a visit in the "maze", was honestly warranted.

To facilitate delivery, to assist in smooth and safe movement of traffic within the neighbourhood, to help in reaching specific locations without undue loss of time and with the minimum frustration, the layout must be as simple and straightforward as possible.



Both diagrams Nos. 1 and 2 illustrate the most important principle of simplicity. It will be noted that in each of these examples there is a principle road (spine or major collector road) of relatively direct routing, from which minor collectors, cul-de-sac and loop roads branch out to serve the various sections of the neighborhood. This spine road serves the prime function of carrying traffic to the various types of minor roads which in turn provide convenient access to the homes.



4. Traffic which does not have its destination within the neighbourhood must be excluded from the neighbourhood.

One of the lessons that has been learned in studying residential areas is that excessive traffic flow has the effect of decreasing the desirability of such areas for residential purposes. To secure the quietness,



the privacy, the freshness of air and the safety that the majority of home owners and tenants dream of, (a residential environment which is rare) it is imperative that vehicles not having a destination within the neighbourhood be excluded from the neighbourhood. This aim is effected by making it easier for through traffic to move around the neighbourhood on the boundary arteries than to take "short-cuts" through the residential unit. Care should be taken in designing such a road layout that this purpose is not accomplished at the expense of the principles (1), (2), and (3) mentioned in preceding paragraphs.

5. Roadways must be designed to handle the traffic volume which is to be superimposed upon them.

The extreme difficulties encountered in predetermining the size of major arteries required to serve the long term transportation needs of the total community are not present at the neighbourhood level. The neighbourhood unit, bounded as it is by physical features which prevent a real expansion, is fixed in size, while the community, under our present method of adding subdivision after subdivision to the fringe of the existing built up area is far from being fixed either in size or shape. Because of our knowledge of the ultimate size of the neighbourhood it is relatively simple to calculate the traffic flows to be accommodated in its design.

There is no logic, and certainly no knowledge of economics, in a policy of providing roadways of similar capacity throughout the entire neighbourhood when some of the roads will be carrying perhaps as few as 30-50 vehicles per day, while the spine roads may be carrying several hundred vehicles in the peak hour. Where the potential traffic flow is low provide narrow pavements and where high provide proportionally wider pavements and wider rights-of-way. In the average neighbourhood (population 1500-2500) rights-of-way will vary from 50 feet in the case of short cul-de-sacs to 66 feet or 86 feet in the instance of the spine or major collector streets. The normal minimum right-of-way for residential streets in Ontario is 66 feet. Pavement widths may vary from as low as perhaps 20 feet to 40 feet, depending on the traffic flow to be accommodated.

6. Conflict between pedestrian and vehicular traffic must be kept to a minimum.

In recent years much greater attention has been paid to the needs of the automobile than to those of the



pedestrian. This is evidenced on the one hand by the tremendous volume of literature published on the subject of automotive traffic and the almost complete absence of any on the subject of pedestrian traffic, and on the other hand, by the growing number of newspaper clippings noting another pedestrian killed or severely injured in a fight with a vehicle. In considering the relative movement needs of the pedestrian and the vehicle it is imperative that we understand that if conflict does exist it is almost inevitable that the pedestrian will lose. Thought must not only be given to the possibility of actual physical harm to the pedestrian but also the real feeling of frustration in awaiting the vehicle that will "permit" the pedestrian to cross a street.

The layout of the street system can do much to decrease the possibility of conflict between the pedestrian and vehicle. As an example, the properly conceived curvilinear plan can be arranged in such a manner as to minimize the number of streets to be crossed along the major pedestrian flow lines from the home to the principal points of attraction within the neighbourhood - i.e. schools, shopping centres, etc. Other examples of pedestrian safety being built into the plan would include the reduction of through traffic using local residential streets, a high standard of sight distances and maximum separation of pedestrian walkways and roadways.

One of the most excellent examples of a plan prepared for pedestrian safety and efficient vehicular movement is that of Radburn, New Jersey designed by Clarence Stein & Henry Wright in 1928. Perhaps the most interesting feature of this plan is the locating of the major pedestrian ways in the interior of the residential blocks rather than the more conventional practice of locating the sidewalk immediately adjacent to the roadway.

Diagram No. 2, although considerably modified from the Radburn plan, does illustrate quite well the principles contained within such plan and the points brought out in this section.

7. The roadway pattern must be related to the topographical form to produce good building lots.

While some persons appear unaware of the fact, the purpose of subdividing raw land is to produce good building sites.



The production of good lots is very dependent upon the manner in which the streets are fitted to the topography of the property being subdivided. While the two dimensional plan may seem to create lots of adequate size, shape and orientation, consideration of the third dimension may prove such lots to be totally unsuited to economical building operations. Such lots may be too far below the level of the roadway to secure easy access, to be provided with sanitary sewer connections and may be difficult to drain; too high above the roadway level to secure convenient access between the lot and the street; too steep to provide for either circulation or economy of building construction costs. The roadways might be constructed in such a manner as to distort the natural drainage pattern with resulting poor surface runoff characteristics.

A valuable idea to keep in mind in laying out roadways is that the finished roadway surface grade should conform as closely as possible to the natural surface grade.

8. The pattern of roadways and pedestrian ways must be such as to facilitate the economical installation and maintenance of public utilities.

The very close locational relationship between a pattern of public utilities and roadways is clear because the majority of utilities are located within the road right-of-way. The relationship existing between the costs of public utilities and the roadway pattern is less distinct but it is definitely there.

A roadway system designed with little attention being given to the economics of utility installation can only result in excessive funds being expended by the municipality or private developer in the initial construction of the utilities and high maintenance charges being borne by the municipality later on.

Excessively curved streets and a pattern of short grid blocks will require an unnecessarily large number of manholes due to frequent changes in direction of sewers and number of points of intersection; roadways with inadequate longitudinal slopes will necessitate costly drainage systems to dispose of surface water, while roadways with excessive slopes will require constant maintenance to prevent water erosion; street systems involving excessive lengths of street per lot services increase the costs of public utilities; street pattern which ignore separate drainage districts can mean the installation of costly pumping stations. The mentioned examples are only a few of the ways in which the design of road pattern can influence costs of municipal utilities.

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## SUBURBANIZATION

by

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I have been asked to make some comment on Suburbanization. This activity is well known to almost every Health Unit official and it is a particularly active activity in the Toronto area. Like all human community activities, it has many facets: physical, social, economic and political, and it cannot be canvassed adequately in a short time.

Suburbanization is a low density spread of population out from an urban centre. Before the car, suburbanization was by accretion -- a natural addition of people, buildings and pipes to a city. Since the arrival of universal automobility in North America, suburbanization now takes place by explosion. Every acre within 50 minutes car drive of Toronto has had its value affected by the potential of suburbanization. Big developers of land, 300 acres and up, are having to go further and further afield to get what they want and the roads, the wires, the pipes, the sanitary institutions, the assessors, the firemen, the political institutions, the methods of taxation and the social customs are being stretched or spread or broken to keep up with them.

Suburbanization is not two men leaning over a white barred fence discussing some new and mutually absorbing problem like a sump pump. Suburbanization is a colossal and complex movement of people and development of land and resources which, in its size and force, is tending to affect Provincial economies and political systems.

Why do people live in suburbs?

It has seemed to me that there are four reasons.

The first is the response of an energetic but low income urban wage earner who wishes to have a place of his own and live more freely in a way which he cannot afford to do in town. This man must buy cheap and build cheap. Many have the skill -- and the proper type of wife -- to build their own place with their own hands, to live in a basement until they have the money to put up an insul-brick house on top. This can only be done in areas where controls of land use and of building construction are not severe, in other words only in the semi-rural townships. Here, the



cutting up of land along a concession road "ribbon" in lots sometimes 60' x 600' does not seem out of place.

The effect of this primitive form of suburbanization is disastrous economically upon the municipality in which it occurs and it seldom leads to a happy life for those who undertake it. All of you know the concession lines built up with this type of house. Public Health Officials know the problems which too often arise inside those houses. Living is not cheap away out there. Wives are marooned. Living is not only fresh air and space; living is community life, and recreation, and too often this kind of family is not socially acceptable to local land owners.

The eventual integration of these semi-rural semi-slums into a true suburb is extremely difficult and expensive, and the land on which they develop is often jumped by developers and a confused pattern of residence, chicken house, weed patch, block plant and filling station materializes.

The second typical reason for moving out to the fringe is to find some fair semblance to country life. This is a secondary, if not a primary motive for all who move. The rich breed race horses, the ordinary man gets an apple tree and pink cheeked children.

Trouble for this man soon arises in a fast growing area when others start to move out too and he finds he is not in the country after all despite his two acres. He opposes further development, he won't sign local improvement petitions, he confuses zoning by-laws by his entreaties, he complains about drainage run-off, he has not enough land to divide and move again.

A third reason for going suburban is that it is only in the suburb that families can get a new house and lot and all the convenience and prestige and excitement that go with them. Suburban living is usually regarded as "The Good Life." It has its draw-backs but its advantages at first at least outweigh them. So it should, because the man who can afford to buy a new house is a rare person. In my county, which is possibly the wealthiest county in Ontario, of the 8,557 heads of families who were urban or non-farm at the last census, only 1,674 made more than \$3,000 per year. To these favoured suburban few are open the new houses in the new subdivisions.

It seems to me that the happiest period of suburban living is the first seven or eight years of a new subdivision. All have a community of interest. Their problems are mutual. Even septic tanks which bubble out of the ground are mutual problems and become unifying social influences to suburbanites. They are usually of a similar age and income group. They are starting from scratch to build up something



of their own. They are young. Everybody knows his neighbour. Doors stay open to all. There are less urban attractions, so more family life. There is more political zest. Churches are fuller. People have dogs and given growing things. In all, life is fuller.

The disadvantages are that living is more expensive and taxes can go only if an urban scale services begin to be supplied. Some women feel marooned unless there are two cars. If there is an accident, hospitals are far away. If there is a fire, there is less protection. If there is social distress, there is no welfare service. Septic tanks block and begin overflow. Children and dogs are always muddy. The telephone bill is unbelievable, so are the water rates. Schools are overcrowded though new. Libraries, technical schools, art galleries, big stores, hotels, the university are far away. There is no public transportation.

So attractive is the suburb that many over-reach themselves economically. Tradesmen in my area find that the new suburbanite in his new house is a poor payer. Instinctively, he is in competition with his neighbours. The lower income wage earners in the older areas and in the lesser houses have more money in the bank. To help pay the costs, many take in boarders or even have another family share a house designed, sold and municipally designated as a single family unit. To new Canadians, for whom there are less problems of prestige, the attraction of an additional income from rents is very great. I helped a young Dutchman buy a house because he had three children and could not afford to rent. He took in two adult boarders and a family of four in the basement. The neighbours objected, the septic tank blew up and the house was in the Reeve's name.

So attractive is the idea of the suburban single family subdivision and so greatly is home ownership built up as a shibboleth that zoning by-laws are universally overstrict. In one district of my municipality, composed of 9,000 people, where no multi-family dwellings were theoretically permitted, a planning survey uncovered the fact that 80% of the dwellings were used as boarding places or multi-family dwellings.

Suburbanization by the processes I have described is like most of the activities of Canadians -- extremely wasteful and expensive. It is wide open to question whether society can afford it. It results in a frightening dependence upon the motor car; everywhere the suburbanite goes, he drags along with him two tons of steel, which requires huge expenditures in roads and super roads and super super roads. When he gets to his destination, he -- and the 0.7 person which on an average his two tons carries beside him -- need 160 sq. feet. of office space for the car and the person requires 150 sq. feet. As suburbs proliferate, it takes him longer and longer to get from where he lives to where he works. He goes home to a new home world divorced from his work world by 4 hours of strain.



He becomes slightly schizophrenic in the process. His way of life gradually bankrupts the public transportation system which can carry twenty times as many people as the car on the same area of street. Without public transportation, his wife and his elder children are urged to buy cars. One industry in nine is already dependent on the car in the U.S.

The Provincial legislation, the tax base and political institutions were written or set up before everybody had to have two tons of mobile steel. In Ontario, the tax base reckoned that men would work in the municipality in which they slept and loaded municipal taxes on industry. In the outer suburbs, where municipal services have not yet been built, new industries will not locate; so, a dormitory municipality grows up and runs into excessive residential taxes and lack of credit. For the two years I was Reeve of Toronto Township, we totally prohibited subdivisions on the edge of the second fastest growing metropolis in N. America. Dormitory suburbs cannot afford sewers, water or other services unless they get industry.

This means that every suburban municipality competes as in a dog fight over the bone of industrial assessment. It encourages Councils to permit industry anywhere, regardless of "The Good Life". It encourages industries to leave the city and waste the capital invested in municipal plant.

The decentralization of people and industries from the central core, the pressure on property from the daily influx of cars blights land values, increases ugliness, encourages further suburbanization and invites central urban financial distress.

The Dutchman whom I helped buy a house in Canada came from Amsterdam. In Amsterdam, they are carefully building five planned satellite suburbs, each of about 40,000 population. Each is designed to be self-sufficient economically, culturally and socially. There are places of work in relation to places of residence and play. The housing is designed for all age groups and income groups in order to give a social and economic balance, and a usefulness and sound life expectancy to each suburb. But, to my Dutchman, the appeal of the Canadian Way with its gorgeous waste, its beautiful chrome, its space, its freedom and its dead trees draped with transformers was infinitely superior.

Most Canadians think that with the Canadian Way and with the Canadian suburb, there has to be economic instability of land values and social confusion. They think that there must be a continual motion of people buying, owning and selling, ever on the defensive, ever on the make. They think cities have to be ugly and that suburbs have to grow ugly. They think that improvement by planning and physical extension of towns is just one of those things which you can read about and need not believe, like regularity through Bran Flakes,



like beauty through soap, like no cancer through filter tips.

I don't think these things. I think we need stricter controls and broader planning and an informed foresight as to where our suburbs are taking us.

The new suburb is fine. The first eight years are fine. But what happens after 12 years when the bloom is off the suburb, when the striking new aluminum screen door with the stork on it is dated? It is just another line of single family boxes needing repainting, with taxes going up, land values going down and the elite on the move to the next one.

All many a suburb has is the bloom. The bloom was put there to sell it. The man who owned the land and sold it to the developer and the developer are happy. They got their price. The owner elected the Council which let the suburb blossom. It did what was wanted of it by the people who were then resident. The interests of the people who were not there yet were represented only by some extraordinary group of day dreamers called a "Planning Board" -- and the officials of a Health Unit -- and what did they matter?

They should matter and I must conclude my rather too chatty remarks with some serious pleas.

Those agencies which finance residential construction should encourage, not discourage, the construction of the \$10,000 house.

Every agency and government should encourage house construction for rent, preferably low costs "row-housing" for rent in green surrounding in suburbs.

Every Council and Planning Board should plan suburbs as self-contained, self-sufficient neighbourhoods so that each will maintain its character and quality over the years.

The municipal tax base or the assessment method should be altered, or metropolitan government extended to the outermost fringe so that the growing suburban municipality is not economically starved and ill-controlled in its infantile and formative years.

Increase of industrial assessment should not have to be of paramount concern to every suburb.

Money should be spent more on public transportation than on super roads.

Central urban areas should be redeveloped to conserve and put to full use the immense capital investments made in these areas and to discourage unnecessary suburbanization.

People should be encouraged to believe that every city street can be beautiful.



And lastly and not the least important: owners of land, developers of land, municipal councils, county councils, everybody -- everybody that is who is out to build a suburb quick and cheap, they should be scared stiff of the officials of the Ontario Health Units, who are in my humble opinion far too weak and gentle with the evil doers.

Talk by Anthony Adamson,  
Public Health Conference,  
Toronto, January 27, 1955.



NA ONTARIO PLANNING  
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*Ontario planning*



Vol. 2, No. 9

November 1955.

### 100 NEW FAMILIES

What is the impact of 100 new families on a suburban community?

A recent article in the American Society of Planning Officials Newsletter, re-printed in this issue of Ontario Planning, attempts to give statistical answers to this question. The figures are based on what the writer describes as a "sort of composite of the family that lives in the modern, merchant-builder, mass-produced suburb" in three unnamed "medium large" U.S. cities. It has not been attempted to work out in detail a parallel local situation. Instead, notes have been appended to various items where comparable or relevant information pertaining to Ontario was obtained.

With these qualifications, the article as a whole appears a striking and provocative illustration of the demands which new population makes upon the resources of a community and is thus sufficiently relevant to conditions in various Ontario municipalities to warrant re-publication here.

Planners worry about population. They worry about people also - people as human beings. But their working material is people as statistics - population. Planners spend days and weeks extending curves, extrapolating figures, calculating fertility rates, and building age-sex pyramids.

Then in the end they come up with just those things: curves, figures, rates, and a queer drawing that looks like a stylized Christmas tree.

Valuable as these population statistics must be (or planners wouldn't spend all that time on them) they don't make for lively reading. They are particularly dull when you try to work them into a speech. So I suggest we crib an idea from the boys who whoop it up for new



industry. I suggest we adapt one of their reports in which they have tried to figure out "What 100 New Factory Employees Meant to Their Community." Only we talk about families.

What do 100 new families mean to the community? What do we have to do here in 1955 to supply all the public services that urban residents need and demand? How much will some of those things cost?

It seems to me that these figures would come in handy many times. It seems to me, too, that they would be quite easily pictured by laymen who don't know and don't care about things like age-sex pyramids.

Here's how they will look.

One hundred new families mean about 450 (1) new people.

One hundred new families will put about 100(2) new children in our schools. About 67 will be in grammar school and 33 in high school. If you operate on the 6-3-3 system, it will be 50 in grammar school, 25 in junior high, and 25 in senior high school(3).

We can follow this school business, which is mighty important, a little further. You will need 2.2 new grade school rooms and 1.65 new high school rooms, which will cost about \$120,000(4).

- 
- (1) The average number of persons per family in the Province of Ontario was 3.4, and the average number of persons per household, 3.88, according to the 1951 Dominion census. For six suburban municipalities in the Metropolitan Toronto area the average number of persons per family was 3.3, ranging from a minimum municipal average of 3.1 to a maximum municipal average of 3.5. The U.S. figure cited is considerably higher.
  - (2) The average number of elementary school children (Grades 1 to 8) is estimated by school officials at 0.5 per single family home in suburban municipalities generally throughout the Metropolitan Toronto area. Secondary school enrolment, estimated at 3.0 per cent of total population, would add a little more than 0.1 children per family. Addition of Separate School enrolment figures would still give a lower total figure than the U.S. estimate of one child per family. The proportion of school children to family and total population varies considerably, however, both from one municipality to another and from area to area within municipalities. These figures can be considered only as general averages.
  - (3) According to the 1953 Report of the Ontario Department of Education, 18.4 per cent of the total Provincial population was enrolled in day schools, 83.7 per cent of the enrolment being in elementary schools (Grades 1 to 8) and 16.3 per cent in secondary schools.
  - (4) New school building and equipment costs in Ontario range from \$15,000 to \$22,000 per classroom, according to the Department of Education. Current average cost in one large suburban municipality in the Toronto area is \$21,000. Maximum amount upon which Provincial school grants are based is \$20,000 per classroom.



You will need four new school teachers and they are hard to find.

The 100 families will add about \$30,000 a year to the school operating budget.

The city will have to buy about 4 acres of land: 1 acre for grammar school, 1 acre for high school, 1 acre for parks, and 1 acre for playgrounds and playfields(5).

Besides school teachers, the 100 new families will require you to hire other municipal employees. The city will need 0.84 new employees in the police department and 2/3 of a new fireman. The police budget will have to be boosted \$4,510 each year and the fire department budget increased \$2,820.

You will need all sorts of additional jobs done, like cleaning streets and cleaning more windows on the city hall, like collecting garbage and collecting taxes, like looking after the city parks and the city health. You will probably need four new persons on the municipal payroll besides the policemen, firemen, and school teachers at \$12,000 to \$15,000 added to the annual payroll.

The water department will have to figure on pumping about 10,000 additional gallons of water each day. The 100 families will own 140 automobiles and trucks that will be added to your present traffic(6). The way it looks now, however, you can't count on the 100 families increasing the number of public transit riders in your city at all(7).

- 
- (5) Open space and school site requirements in new Ontario towns are estimated by the Community Planning Branch at a total of approximately 10 acres per 1,000 population, including 3 acres for sites for public schools and other educational institutions; 5 acres, public open space; 2 acres, private open space.
  - (6) The D.B.S. Household facilities Survey for September, 1955, estimated that out of a total of 1,333,000 Ontario households, there were 799,000 with one car; 113,000 with two or more and 421,000 with none. On the basis of a total Provincial passenger vehicle registration of approximately 1,250,000, as Sept. 30, 1955, of which an estimated 1,200,000 were private vehicles, there would be almost one car per household. The addition of commercial vehicles of all types would bring the figure to approximately 1.17 vehicles per household.
  - (7) According to a spokesman for the Toronto Transit Corporation, this statement is substantially correct as applied to many suburban developments in the Metropolitan Toronto area. In the view of the Commission, anything less than 1,000 new homes, in the case of new residential developments in comparatively isolated areas, will probably not create sufficient demand to warrant extension of services. The demand will vary according to the type of development, with the heaviest demand to be expected from a strictly residential development consisting of homes in the low to medium price range.



There are all sorts of odds and ends of things the 100 new families require. Like a new hospital bed (price \$10,000); 500 new volumes in the library (add \$675 to the library's annual budget); a fraction of a visiting nurse; and a fraction of a cell in the jail.

Now before anyone starts questioning these figures too closely I will say they are based on a sort of composite of the family that lives in the modern merchant-builder, mass-produced suburb and the operating figures are for the three best administered medium large cities (I will plead the Fifth Amendment to anyone who asks me th name the cities) plus miscellaneous unidentifiable sources too numerous and obscure to mention.

Oh yes, the 100 new families will increase the planning budget \$98.83 and will have to be provided with 0.02017925 persons added to the planning staff(8). But even that little of a planner is scarce these days. (DOH)

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- (8) Planning budget figures for 1955 for five Southern Ontario municipalities, currently undergoing rapid suburban development, show planning expenditures for individual municipalities ranging from 41 to 84 cents annually per resident. Planning staff in the same group ranges from .04 to .11 persons per 1,000 population.

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#### ASPO-CPAC - 1955 CONFERENCE REPORT

Now is the time to put in your order for the ASPO 1955 Yearbook. This Yearbook contains a report of the joint planning conference held at Montreal in September of this year. If you were fortunate enough to have been there, you certainly will want to secure a copy of this report, and if you didn't have the opportunity to attend you won't want to miss this chance to secure your own copy of the conference proceedings. Some of the topics discussed at the conference were - Urban Planning Problems in Canada, The St. Lawrence Seaway and Churches in the City.

Orders are now being taken by the American Society of Planning Officials, 1313 East 60th Street, Chicago 37, Illinois, for the 1955 ASPO Yearbook at \$4.00 a copy. (ASPO members receive free copies of the Yearbook.) Orders should be sent in by the middle of December, if you want to be sure not to miss out on a chance to secure your own copy of this valuable report.



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# ONTARIO PLANNING

COMMUNITY PLANNING BRANCH

DEPARTMENT  
OF  
PLANNING AND DEVELOPMENT

454 UNIVERSITY AVE.  
TORONTO 2, ONTARIO

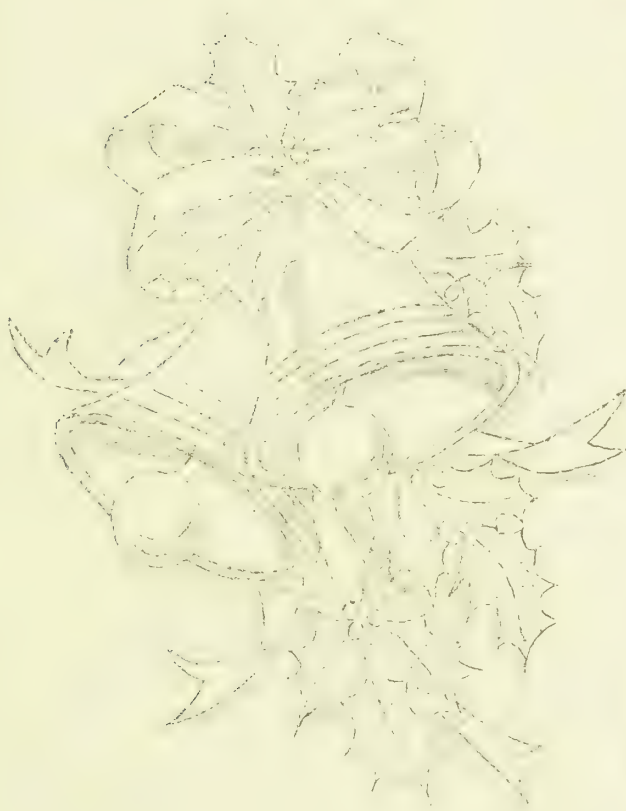
HON. W. M. NICKLE, MINISTER

A. L. S. NASH, DIRECTOR



VOL. 2 NO. 12

December, 1955



Season's  
Greetings



*W. M. Nickle*  
MINISTER



## BRANTFORD PLANNING REVIEW

The work of the Brantford and Suburban Planning Board was graphically explained to the public at their second annual Planning Review which was presented in Brantford on the evening of Tuesday, the 22nd of November, 1955.

Exhibits illustrating the various aspects of the board's work were set up around the walls of the hall and each was explained personally by a member of the board or staff. This provided a very informal and flexible method by which those interested were able to inform themselves, either in general or in regard to any particular project, as to just what had been engaging the attention of the planning board during the past year.

Mr. W. M. Summerhayes, a member and past chairman of the board, presided in a happy and informal manner, introducing the various speakers, including representatives of the city and township councils and guests from various adjacent municipalities. Mr. Roy Pierson, board chairman, introduced Mr. D. F. Taylor, Chief Planner of the Community Planning Branch, who gave, as the principal talk of the evening, an explanation of the scope and purposes of community planning as presently applied to the Ontario scene.

Chairman Roy Pierson and the other members of the Board and Secretary Gordon H. Adams and his staff are to be congratulated for putting on a 'good show'. The only regret was that a larger number of citizens and taxpayers had not taken advantage of the occasion to become better acquainted with the excellent work which the board is doing on their behalf.

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## COMMUNITY PLANNING ASSOCIATION OF CANADA

The Community Planning Association of Canada, organized in 1946, has as its chief objective promotion of planning education. This citizen group, to which any person or organization including planning boards and municipalities may belong, has representation in every province. The National Director, Eric A. Beecroft, is located at 77 MacLaren Street, Ottawa, and the Ontario Regional Supervisor is William A. Dempsey, 32 Isabella Street, Toronto.

CPAC members receive annually four issues of the "Community Planning Review", a comprehensive planning magazine, and six issues of the "Newsletter", a bulletin giving current information about planning affairs across Canada. Publications on special topics are also distributed to members without charge. One of these is "How to Subdivide" which is a handbook manual on step to step methods to achieve sound subdivision design. The Association also sponsors meetings and conferences throughout the country.



The Community Planning Association endeavours to keep a close liaison with Central Mortgage and Housing Corporation, the planning departments of the various provincial governments and many municipalities and planning boards. Individuals are encouraged to assist in their own communities in stimulating public opinion to have planning legislation initiated, implemented and enforced for the protection of their own localities.

Membership fees for organizations and groups wishing twelve copies of all publications are Twenty-five Dollars per year and Three Dollars per year for an individual. Payment of membership fees may be made direct to the Toronto or Ottawa CPAC Offices.

W. A. Dempsey  
Ontario Regional Supervisor,  
C.P.A.C.

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EVENING COURSE IN PLANNING, UNIVERSITY OF TORONTO

The Director of Extension, University of Toronto, has announced a course of twelve lectures in Community Planning Law, Practice and Administration to be given on successive Wednesday evenings commencing January 18, 1956. The lectures are to be given by Professor J. B. Milner, Faculty of Law; Professor Anthony Adamson, School of Architecture; and Professor Gordon Stephenson, head of the Division of Town and Regional Planning of the School of Architecture.

The announcement states that the course, which is offered in co-operation with the Faculty of Law, the Division of Town and Regional Planning of the School of Architecture, and the Toronto Real Estate Board, is designed as an introduction to the technique of physical planning, its administration and implementation and that it is intended for persons interested in municipal government as well as those directly concerned with the use of land and its development.

The announcement states further that the course is in three parts. In the first, planning will be described as a governmental function and examples of general planning techniques will be used as illustrations. The second part will be concerned with the legal background from which the authority to plan is derived. Finally, specific aspects of planning will be described and examples shown.

From the announced list of lectures, it would appear that the course will be of particular value to the staffs of planning boards and of committees of adjustment. The Community Planning Branch has mailed copies of the announcement of the course, together with enrolment form,



to planning boards and committees of adjustment within easy driving distance of Toronto. Anyone who may have been overlooked or anyone wishing additional copies of the announcement or the enrolment form may obtain them by writing to the Branch or directly to the Director, University Extension, University of Toronto, 65 St. George Street, Toronto.

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## PLANNING BOARDS AND COMMITTEES OF ADJUSTMENT

### Appointments Requiring Minister's Approval.

The terms of office of all members of planning boards and of all members appointed to committees of adjustment by a municipal council expire on January 1 of the third year following the date of appointment, except in the case of the original appointments, where some of the terms of office will expire on January 1 of the first year after the date of appointment and some on January 1 of the second year. All planning boards and committees of adjustment, and the municipal councils by which they are appointed, will wish to ensure that all vacancies that occur at the end of December are filled promptly, so that these agencies may be maintained at full strength to fulfill their important responsibilities. In this connection, The Planning Act, 1955, provides that members of planning boards and committees of adjustment are eligible for reappointment.

In joint planning areas, each appointment and re-appointment to the planning board requires the approval of the Minister. Application for approval should be made by the council of the designated municipality, the authority which makes the appointments or reappointments, and should be accompanied by a copy of the by-law by which the appointments or reappointments are made. In addition, applications for the approval of the appointment or reappointment of members of a joint planning board to represent municipalities other than the designated municipality should be supported by copies of resolutions of the councils of those municipalities nominating persons for appointment or reappointment or otherwise concurring in the appointment or reappointment of members to represent them.

A small number of planning boards in the Province are operating under the special provisions of section 5 of The Planning Act, 1955, and where the special provisions made in respect of any particular planning board require the approval of the Minister for individual appointments of some or all of the members, application for approval should be made by the municipal council by which the appointment or reappointment is made.



As every appointment to a committee of adjustment by the council of a municipality is subject to the approval of the Minister, application for such approval should also be submitted without delay after the appointment (or reappointment) is made, to avoid hampering the committee of adjustment in performing its duties.

### Estimates

Another important matter at this time of year is the arranging for sufficient funds to finance the activities of planning boards and committees of adjustment for the forthcoming twelve months. It is suggested that each planning board prepare estimates of its financial requirements for next year and submit them, in accordance with the provision of section 7 of the Act, to the appropriate municipal council (or councils) in sufficient time to ensure that the funds they will require are included in municipal budgets for 1956. Committees of adjustment should also make similar arrangements for acquiring the funds necessary for their operations next year.

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### BRIEFLY NOTED

The Minister recently defined the Township of London Planning Area and the Westminster Planning Area as subsidiary planning areas to the London and Suburban Planning Area.--- The following officers have recently been elected to the Prescott and Suburban Planning Board - Messrs. A.L. Crossland (Chairman), E.B. Connell (Vice-Chairman) and J.A. Morris (Secretary, pro-tem)---Mr. R.V. Aiken was recently appointed to the Grantham Planning Board.---Messrs. Jack De Guerre (Chairman), James Leslie (Vice-Chairman) and W.A. Hammond (Secretary) have been elected and appointed as officers on the Woodhouse Planning Board---Mr. Norman Pearson and Mr. Paul Pirie have been appointed to the Hamilton-Wentworth Planning Board as Planning Director and Assistant Planning Director respectively. The officers of the Port Dover Planning Board are as follows - Messrs. Jack Maytham (Chairman), Aaron Austin (Vice-Chairman) and Peter Pos (Secretary-Treasurer)---The Township of Uxbridge Planning Board was recently appointed as follows:-Messrs. Donald St. John (Chairman), Ralph Faulkner (Secretary), Robert L. Nesbitt, (Councillor), Turner Forsyth, Earl Tindall, Charles Gould, and Reeve Stuart Ball (Member Ex Officio). The Minister recently defined the South Dumfries Planning Area as a single independent planning area. Messrs. Samuel J. Kelner, Hiram E. McCallum and H.C. Doughty were appointed to membership on the Metropolitan Toronto Planning Board.

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## Northwestern Ontario Planning Conference

Fort William 8th & 9th December

The Fort William Planning Board was recently host to a planning conference held in that city for planning boards, municipal councils, and local officials from various communities in Northwestern Ontario. Over forty persons registered at the conference, representing Fort William, Port Arthur, Dryden, Fort Frances, Neebing, Nipigon, Paipoonge, and Shuniah.

A team of three members of the staff of the Community Planning Branch -- J.O.E. Pearson, R.N. Percival and E.A. Gomme -- joined with Mr. David G. Henderson, Planning Director of the Fort William Planning Board to conduct the conference.

A procedure that was an innovation in conferences sponsored by the Branch was employed. Conference sessions, each of which occupied a full morning or afternoon of each of the two days, commenced with a fifteen or twenty minute outline of the agenda topic to the full conference assembly by the most appropriate speaker from the Branch. The assembly was then broken down into two or three groups with one or two panel members joining each group. Each of the groups was instructed to formulate those questions on the agenda topic that were considered to be most important. It was hoped to ensure in this way that the time available for the conference would be devoted to those matters that were of most concern to planning boards and councils in the area. These small-group discussions lasted about half an hour each, after which the full conference re-assembled for the remainder of the session to hear a panel comprising the three representatives of the Branch, try to furnish answers to the questions produced by the group discussions. This panel was under the general chairmanship of Mr. Henderson.

This procedure was followed throughout the conference, with the exception of the evening session on Thursday, during which Mr. Percival led an informal discussion on neighbourhood design.

Altogether some 65 interesting and important questions were raised during the conference, centring on the following main topics:

1. The constitution, functioning, and powers of planning boards and their relationship to municipal councils, committees of council, and the general public.
2. The first steps in a planning programme -- surveys of existing land use, topographical and geological studies, population studies, economic studies, etc.



3. Mapping of existing land uses and preparing future land-use proposals, including sources of information, preparation of base maps, methods of presentation, desirable proportions of lands to be devoted to various uses, etc.
4. Provision of lands for public open space and other public purposes, including combined use of lands for park and school purposes, treatment of river valleys, and use of the provisions of section 26(5), (6), (7), and (8) of The Planning Act, 1955, relating to the conveyance of up to 5% of the land in a subdivision to the municipality for public purposes other than highways.
5. Preparation, amendment, nature, scope, and function of official plans.
6. The authority for passing zoning by-laws, the matters that can be regulated, the relationship between zoning by-laws and official plans, etc.

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SUPPLEMENT

Attached as a supplement to this issue of ONTARIO PLANNING is a glossary of Geographic Theses written by students of Toronto, McMaster, and Western Universities.



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# ONTARIO PLANNING

COMMUNITY  
PLANNING  
BRANCH

A.L.S. NASH DIRECTOR  
A.E.K. BUNNELL CONSULTANT

Vol. 3, No. 1.

January, 1956.

## PLANNING IS NEWS

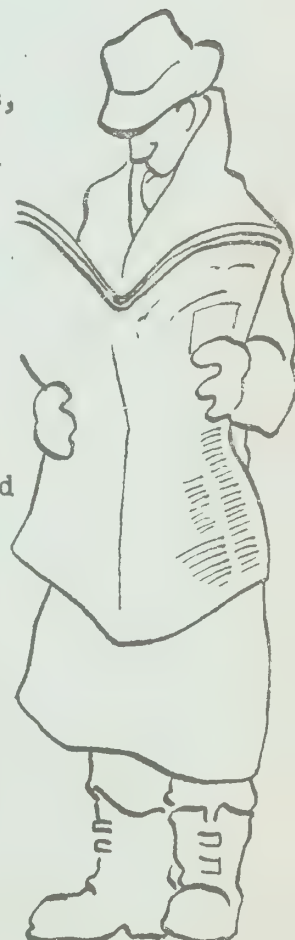
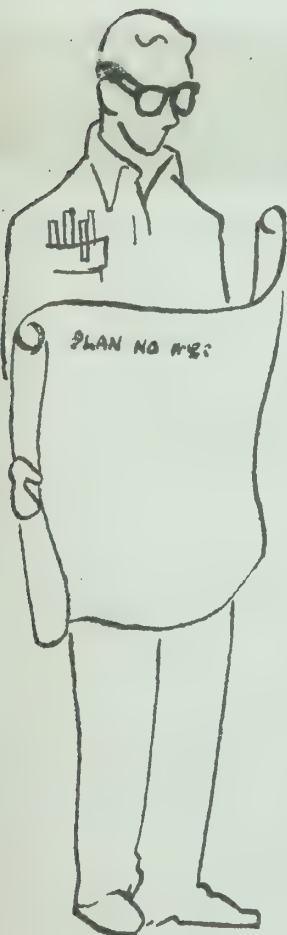
In daily and weekly newspapers throughout Ontario, planning is news.

Coverage ranges from routine "straight" reporting of local planning board and council meetings in the regular news columns to interpretive presentation, discussion and criticism of major policies and programs, both in editorials and in special columns and feature series. Special supplements appear containing comprehensive reviews of community development and planning progress in areas extending beyond the boundaries of individual municipalities.

Planning is news. And not only in the sense that it makes headlines on occasion, as indicated by the samples reproduced in this issue of Ontario Planning, but also, and more significantly, in the sense that it has become both an established news source and, in part at least, a frame of reference in which problems related to growth and development are viewed and presented editorially.

Why is planning news? Why do people want to read about official plans, street systems, zoning, parking problems, expressways, redevelopment, the location of school, commercial and industrial facilities.

Perhaps the shortest answer is the ancient cliché "human interest"; because more people are translating these terms into our home, our car, our street, our school, our stores, our jobs, our neighbourhood, our community.





# 1956 Council May Get Master Plan Outline

By WILFRED LIST

The first scientifically charted master plan for Toronto will be produced in 1956 — a year in which the emphasis at City Hall will rest heavily on the related issues of planning, zoning and redevelopment.

## Metro Planners

### Set Up Study Fund

Appreciation for the establishment of a \$1,200 fellowship in metropolitan planning by the Metro Planning Board was ex-

## Planning Board Bases Policy On Co-operation

Cooksville, Dec. 27. — Toronto Township's Planning Board will adopt a policy of "community action" for 1956, H. S. Coblentz, secretary-treasurer of the board

## City Planner Unhappy Over 'Hodgepodge' Look Created By Businesses

A complete review of the zoning along King and Main Streets may be ordered at City Hall before long. Planning Commissioner J. T. C. Waram makes no secret of the fact that he agrees with citizens who feel that the exclusively commercial zoning of so much of the two

## Suburban Trek Continues

### Population of 2,800,000 Forecast in 25 Years

The move from city to suburb Toronto will drop from a present 50 per cent to 31 per cent of the area total to industry over the next 25 years.

## "Cemetery Situation Acute" Claims Planning Secretary

Trafalgar Councillor States Township Fathers Should Have Considered R. C. A. Cumberland's 1954 Proposal

The question of cemeteries came up at the Oakville-Trafalgar-Bronte Planning Board on Wednesday of last week, when Secretary Dan Chisholm said that the "problem of

## Transportation Problems

### Metropolitan Toronto

By Lex Schrag

## Must Act Now for a Greater London

THE LONDON City Council is to be commended for making a move to have a conference with the surrounding township councils to discuss the future of Greater London. The city is expanding in every direction and there must be a suburban population of from 30,000 to 40,000

## Augusta studies plan to control "ribbon development" along roads

## FOR A BETTER BRANTFORD:

### What City Planning Means

In view of the importance of planning the physical development of cities along the most efficient and attractive lines and of the need for all citizens to be informed on the subject, we print below extracts from the address given in Brantford last Tuesday by Mr. D. F. Taylor of the Ontario Department of Planning and Development.

## Area Board May Develop Master Plan Of District

Burlington, Oct. 28 — A proposed master plan of the entire planning area, showing where streets should be widened in the board's opinion, may be undertaken by the Burlington Suburban Area Planning Board.

## \$370,000,000 Program Planned

### Water Supply Problem in Fringe Area

## Mayor Recommends Community Planning Board

City planning boards are encouraged by the Department of Planning and Development because they contribute a necessary service to progressive and expanding Ontario communities, according to John Pearson, community planning branch representative.

Mr. Pearson visited Listowel yesterday and met with some representatives of Town Council. He favored establishment of a planning board here and said if the town is going to grow it is also going to suffer without one. Asked by Mayor O. M. Nickel

## First Rexdale, Now Delrex

## New Community to Quadruple Present Georgetown Population

Georgetown (Staff). — This quiet country town where 4,500 people live 11 miles from Brampton, is being enlarged to four times its present size. Rex Heslop, founder of Rexdale — one of Toronto's newest

## A Place to Live

### Street Layout Will Repay Study

## P.M. Acts To Save Ottawa 'Green Belt'

By CHARLES WOODSWORTH

OTTAWA

## Traffic Costs

### Seen Growing

In his year-end report, traffic coordinator, William Strathous, yesterday told the traffic committee that "a fair share of financial resources must be allocated to traffic and parking in the future."

He pointed out that in the past, many of the committee recommendations have been adopted, and at little cost, have improved

## INDUSTRIAL SITES

### Problems More Than Financial

## Housing Boom Seen Continuing

Canada's record home building pace is not likely to show any sign of slackening in 1956, according to Harry J. Long, president of the National House Builders' Association. He expects this year's production, estimated at 125,000 units, will be equalled

## 1 TRAFFIC ARTERY CIRCULATION ROAD

## THE OTHER ROADS ARE ACCESS STREETS





SUBDIVISION ACTIVITY IN 1955

A total acreage of urban and suburban land somewhat greater than the area of the City of Windsor was subdivided by registered plan in Ontario during 1955, according to statistics compiled by the Community Planning Branch of the Department of Planning and Development. Land area covered by plans in these classifications was approximately 10,500 acres. Of this amount, 5,500 acres was devoted to the creation of some 30,000 single family residential lots. Plans in rural and resort areas brought the total land area subdivided during the year to approximately 16,000 acres. A percentage breakdown of acreages for residential, commercial and other purposes within the various classifications is presented in the accompanying pie graphs. Complete figures for 1955 are given in Table I.

Detailed information for previous years, comparable to that contained in Table I, is not available. A cursory statistical summary of subdivision plans undertaken in 1954, however, indicates some increase in total urban and suburban acreages subdivided, especially in the case of the latter, during 1955. The number of suburban residential lots of all types created in 1955 is estimated to be approximately 30 per cent higher than during the previous year. Urban lot totals appear roughly similar for the two years. Rural and resort acreages and lot numbers for 1954 and 1955 were also approximately equal.

Figures showing the volume of subdivision applications processed by the Community Planning Branch during the past eleven years are presented in Table II. It will be noted that the registered plan total for 1955 in Table II is greater than the corresponding figure in Table I. This discrepancy is due to the omission in Table I of certain plans, chiefly of a legal nature or registered during the latter part of 1954, which are included in Table II. Table I, although similarly based on copies of plans received from local registrars and masters of title, includes only plans actually registered during 1955. Registrations in the latter part of 1955 of which the Branch is not informed until early in 1956 will, of course, result in some adjustment of figures in Table I.

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\* For definition of these terms, see Table I.



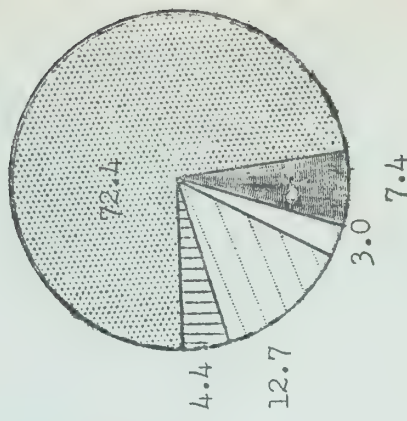
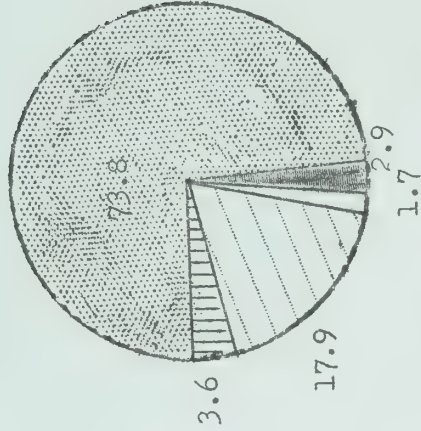
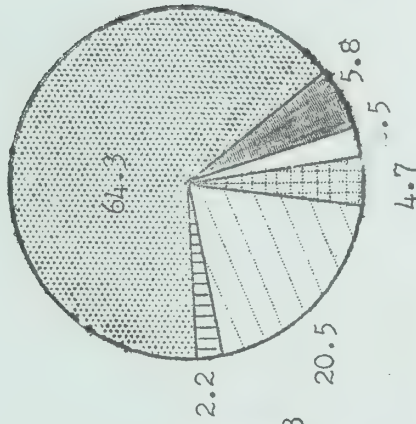
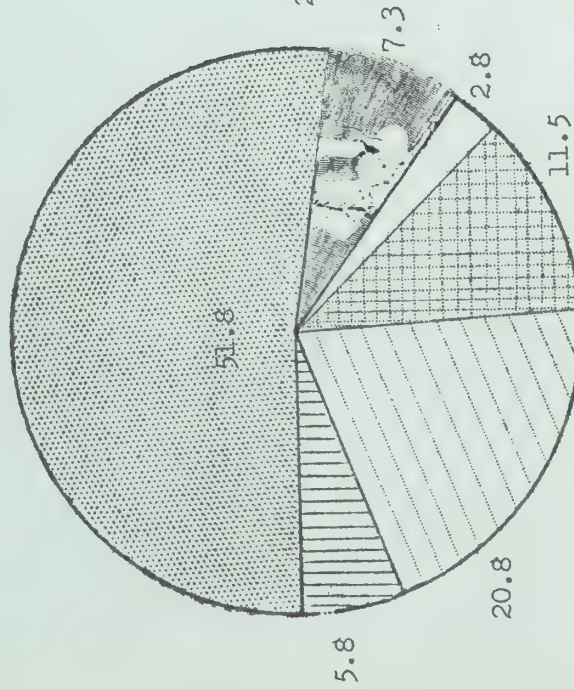
# HOW THE SUBDIVISION PIES WERE CUT IN 1955

Urban Area  
Subdivided  
7485 acres  
(municipal water & sewer)

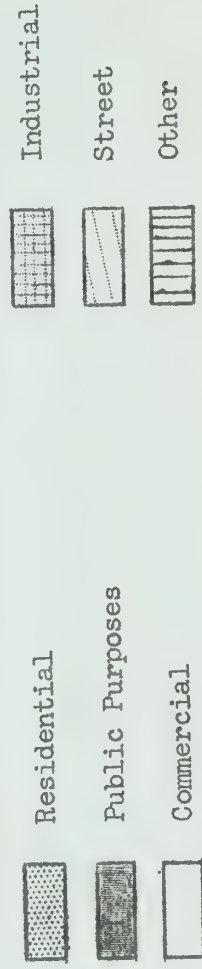
Suburban Area  
Subdivided  
2999 acres  
(municipal water only)

Rural Area  
Subdivided  
3010 acres  
(neither water nor sewer)

Resort Area  
Subdivided  
2678 acres



Figures shown graphically are percentages. Due to rounding, they may not add to 100 in each case.



(For breakdown of acreages and lot numbers, see Table I following)



Table I

## SUMMARY OF SUBDIVISION PLANS REGISTERED

FROM JAN. 1 to DEC. 31, 1955.

| Type    | No. of Plans | Total Area | Residential |          |      | Public Purposes |          |          | Commercial Industrial |          |          | Other Blocks |          |      | Streets |     |      |      |
|---------|--------------|------------|-------------|----------|------|-----------------|----------|----------|-----------------------|----------|----------|--------------|----------|------|---------|-----|------|------|
|         |              |            | S.F.        |          | T.F. | M.F.            |          | Area No. | Area No.              |          | Area No. | Area No.     |          |      |         |     |      |      |
|         |              |            | No.         | Area No. |      | Area No.        | Area No. |          | Area No.              | Area No. |          | Area No.     | Area No. |      |         |     |      |      |
| UR      | 359.5        | 7485       | 21953       | 3631     | 864  | 147             | 121      | 100      | 357                   | 545      | 270      | 212          | 253      | 861  | 138     | 435 | 965  | 1554 |
| SU      | 169.5        | 2999       | 8054        | 1919     | 24   | 5               | 5        | 5        | 171                   | 174      | 85       | 74           | 59       | 142  | 43      | 66  | 390  | 614  |
| RU      | 168          | 3010       | 4823        | 2219     | 5    | 2               | 1        | 1        | 115                   | 87       | 126      | 52           | 11       | 3    | 26      | 107 | 348  | 540  |
| RE      | 128          | 2678       | 2819        | 1940     |      |                 |          |          | 74                    | 199      | 35       | 80           |          |      | 30      | 119 | 223  | 340  |
| TOTALS: |              |            | 37649       | 9709     | 893  | 154             | 127      | 106      | 717                   | 1004     | 516      | 418          | 323      | 1007 | 237     | 726 | 1927 | 3048 |

1. UR - Urban - Municipal Water &amp; sewer available

SU - Suburban - Municipal water only

RU - Rural - Neither municipal water nor sewers

RE - Resort

N.B. A few partially serviced plans are listed as half-plans in UR and SU classifications.

2. S.F. - Single Family Lot; T.F. - Two-Family Lot; M.F. - Multi-Family Lot.

3. Public Purposes - Includes land set aside for public purposes, chiefly parks and school sites, pursuant to Section 26 (5) and otherwise. Areas of common user are included in this classification.

4. Other Blocks - Comprises blocks not otherwise accounted for, mainly retained by the owner or otherwise reserved for future development.

5. All areas given in acres; street length in thousands of feet. Street area includes widenings dedicated as public highway. Owing to rounding, totals may not add to the final digit.

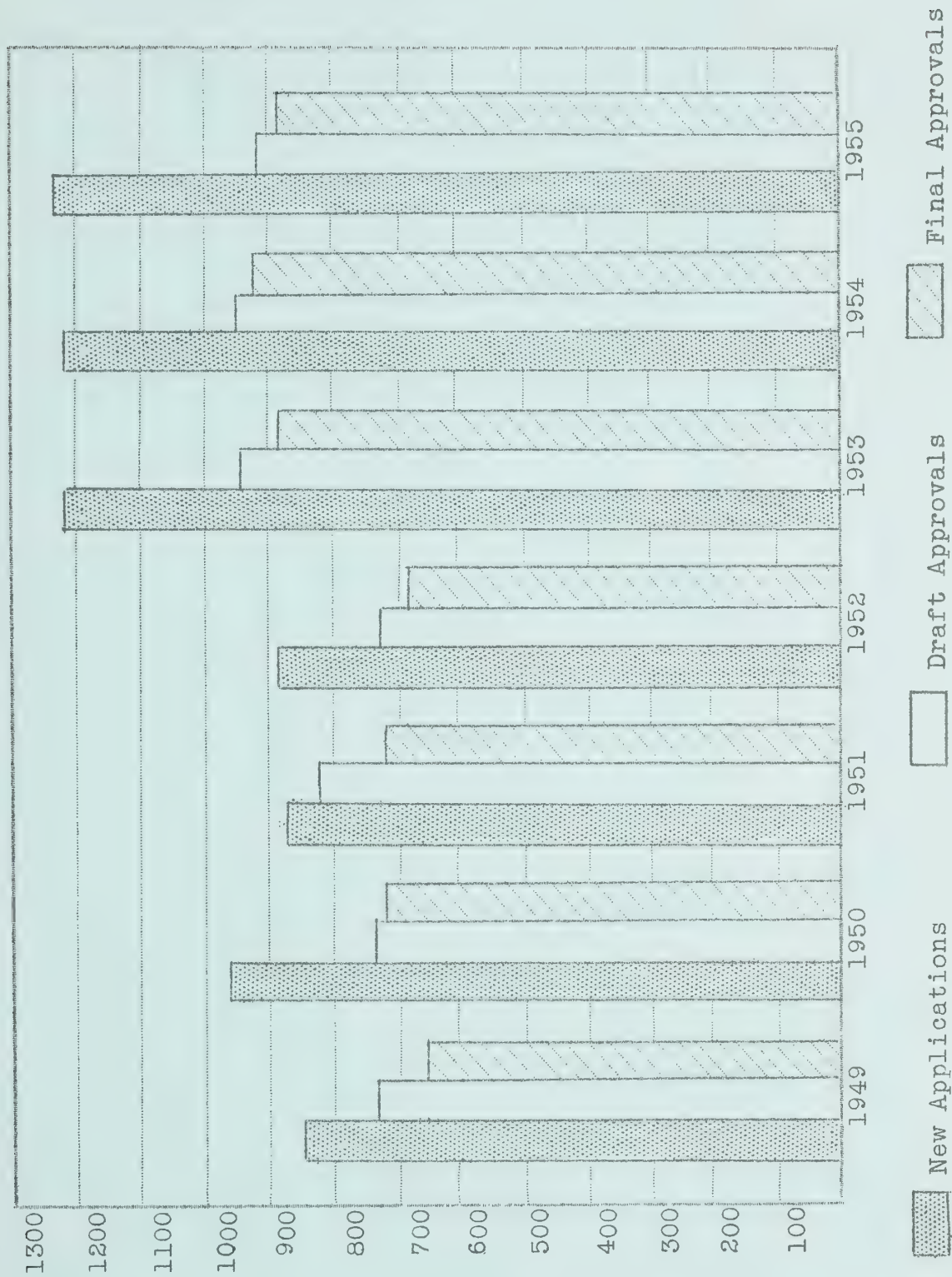


Table II

Applications for Approval of Plans of Subdivision

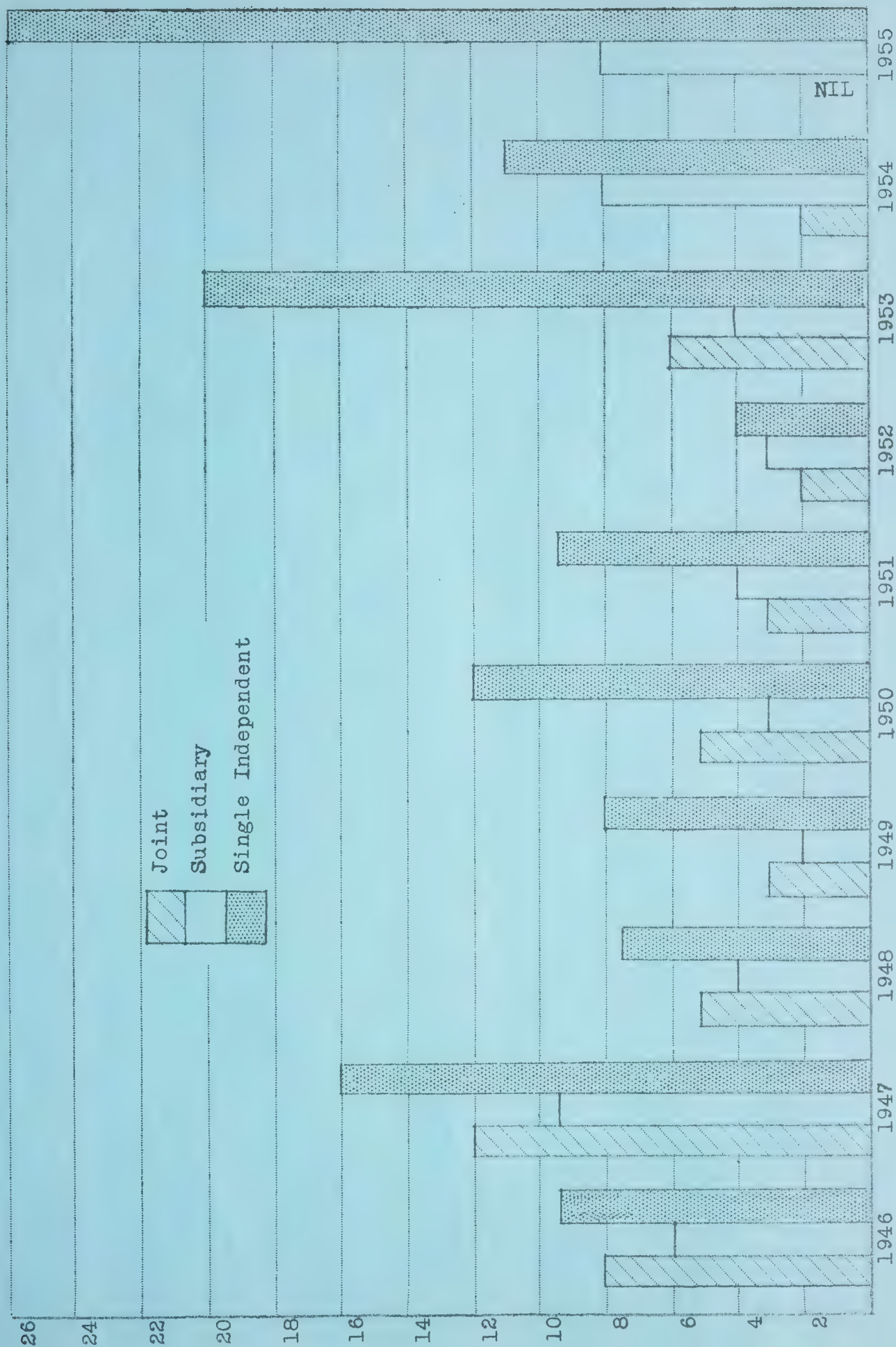
|  | <u>1945</u> | <u>1946</u>         | <u>1947</u> | <u>1948</u> | <u>1949</u> | <u>1950</u> | <u>1951</u> | <u>1952</u> | <u>1953</u> | <u>1954</u> | <u>1955</u> | <u>Totals</u> |
|--|-------------|---------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|---------------|
| Applications<br>for approval<br>of draft plans   | 100         | 660                 | 618         | 713         | 865         | 957         | 863         | 888         | 1211        | 1209        | 1227        | 9311          |
| Draft plans<br>approved  |             | (from Jan. 1, 1949) |             |             |             |             |             |             |             |             |             |               |
|  |             |                     |             |             | 730         | 728         | 812         | 720         | 924         | 955         | 919         | 5788          |
| Final plans<br>approved  |             | (from Jan. 1, 1949) |             |             |             |             |             |             |             |             |             |               |
|  |             |                     |             |             | 660         | 720         | 708         | 698         | 880         | 921         | 894         | 5481          |
| Copies of<br>registered<br>plans received<br>from registry<br>and land titles<br>offices |             | (from Jan. 1, 1951) |             |             |             |             |             |             |             |             |             |               |
|  |             |                     |             |             |             |             | 703         | 691         | 818         | 948         | 870         | 4030          |





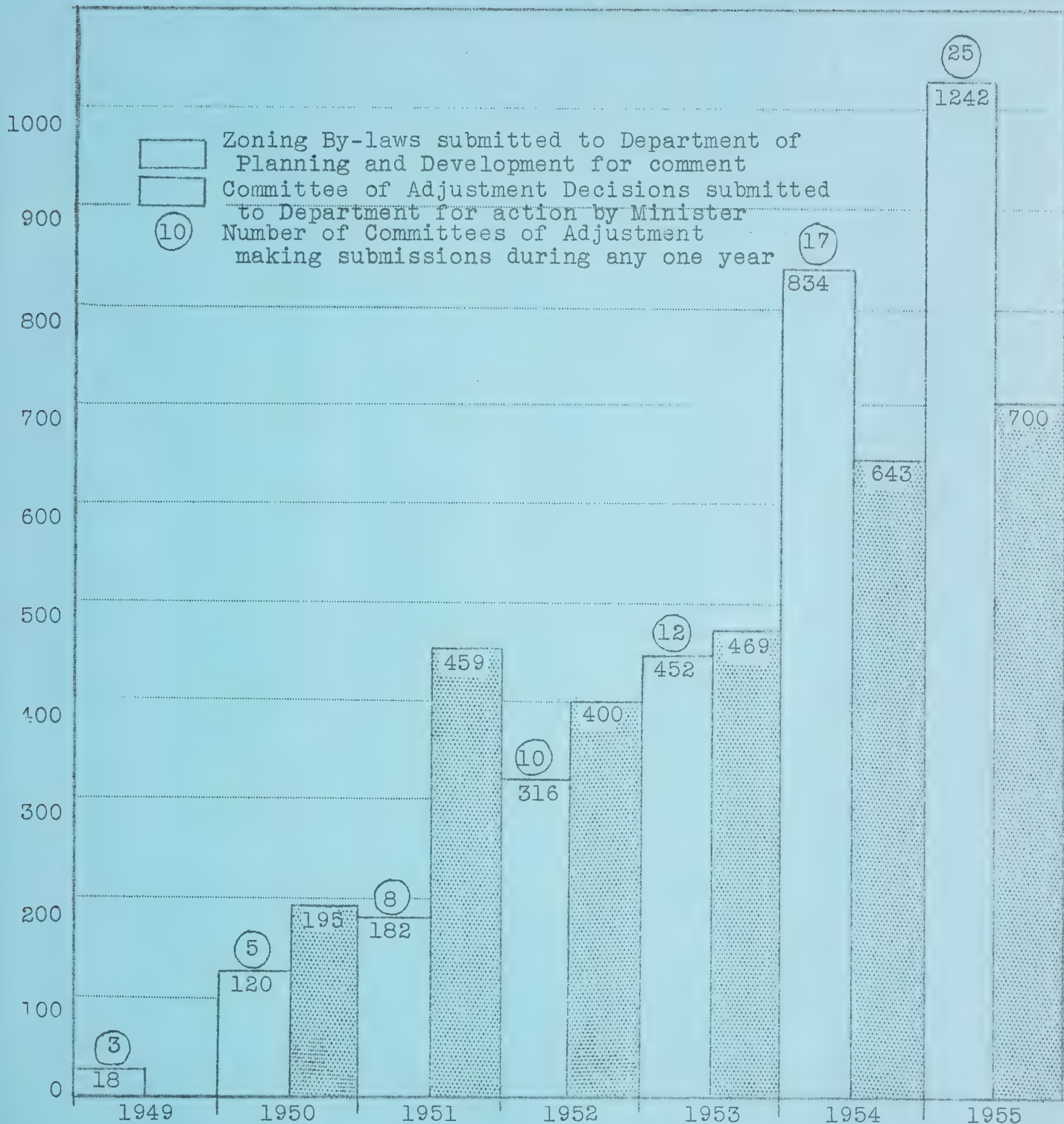
SUBDIVISION STATISTICS



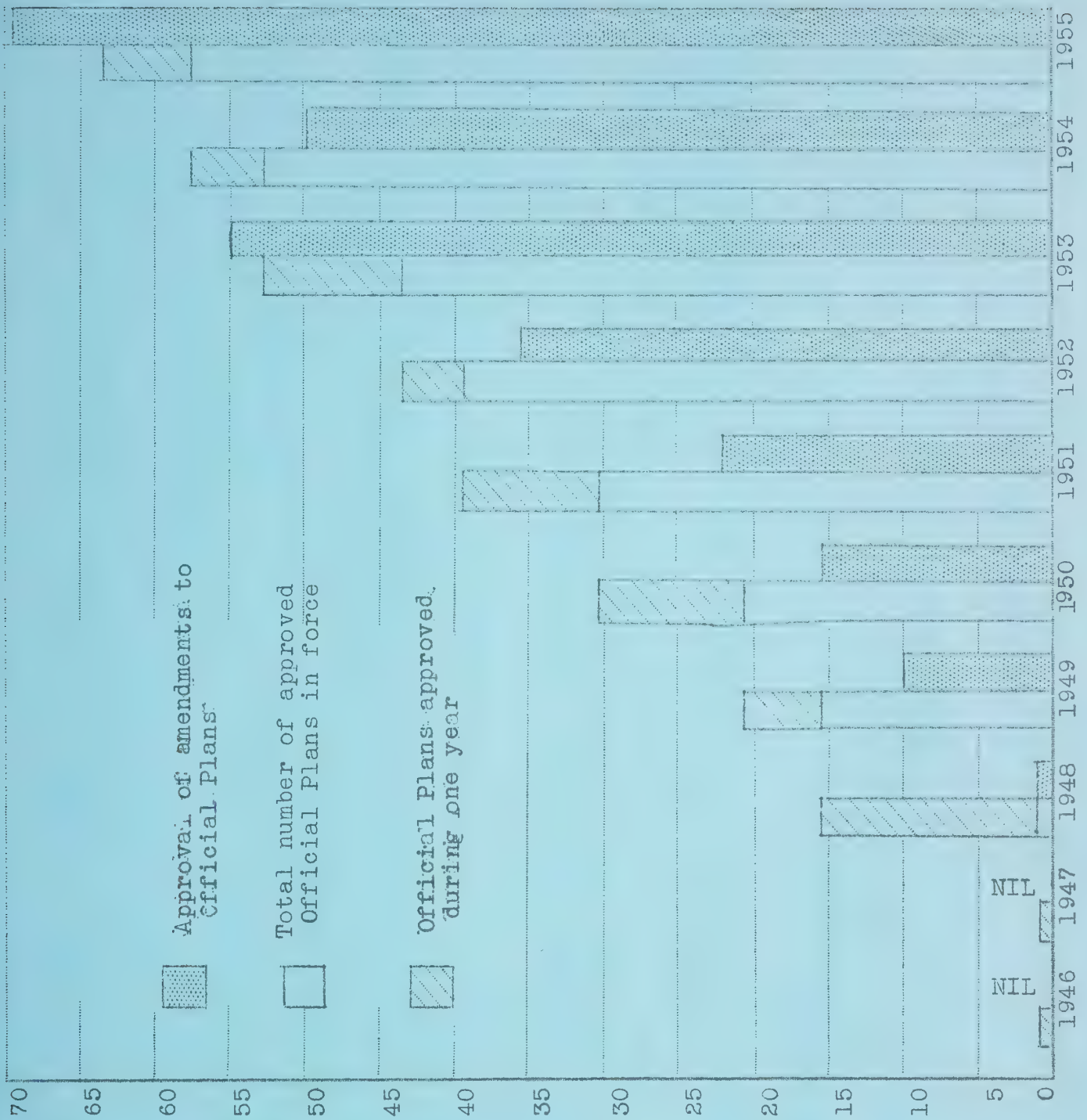


NUMBER OF PLANNING AREAS DEFINED BY THE MINISTER OF PLANNING AND DEVELOPMENT









OFFICIAL PLANS AND OFFICIAL PLAN AMENDMENTS



## AMERICAN SOCIETY OF PLANNING OFFICIALS

Note: This is the second in a series of brief articles describing planning organizations in Canada and the United States, with emphasis on services of special interest to readers of Ontario Planning.

The American Society of Planning Officials, more commonly known as "ASPO", was founded in 1934 as a "non-profit organization to promote efficiency of public administration in land and community planning.

Membership is open to planning agencies, including planning board members and staff, public administrators in related fields, students and "all others who wish to advance their knowledge of planning". Members receive the monthly News Letter and proceedings of the National Planning Conference. Regular membership fee is \$10.00.

ASPO's considerable research facilities are made available through the Society's Planning Advisory Service. Subscription to this service is open to communities, planning agencies, housing authorities, universities, engineering firms and interested individuals on a graduated fee basis. At least ten Ontario municipalities have availed themselves of the service in recent years, including the cities of Toronto, Hamilton, Sudbury. In addition to a regular monthly information report on particular aspects of planning, the service publishes special research reports and prepares detailed answers to inquiries concerning individual planning problems. Reports compiled in the past cover a wide range of planning subjects, including land use mapping, performance standards for industrial zoning, impact of large industries on small communities, annexation of fringe areas, parking, street naming and numbering, school planning, population forecasting, shopping centres and many others. A bibliography of previously published information reports, recently made available to non-subscribers as well as subscribers, is appended to this issue of Ontario Planning. Copies of both these and other planning publications may be seen and used in the Community Planning Branch.

Annual subscription rates to the Planning Advisory Service vary according to the population of communities, as follows: under 25,000, \$50; 25,000 to 75,000, \$75; 75,000 to 150,000, \$100; 150 to 250,000, \$150; 250,000 to 350,000, \$250; 300,000 to 600,000, \$350; 600,000, \$400.

Rates for other organizations and individuals have been set tentatively as follows: housing and redevelopment authorities, \$100; planning consultants, \$100; universities, \$100; architectural and engineering firms, \$400. These rates, however, are subject to adjustment based on the amount of research undertaken in each case.

In addition to research material provided by the service, subscribers also receive the privileges of membership in ASPO, including the monthly News Letter, year book and special bibliographies.



Other well known ASPO features are its annual conference, held last year in Montreal and reported in the October issue of Ontario Planning, and its personnel exchange, designed to assist planning agencies in locating qualified staff. As part of this latter service, planning positions available in Canada as well as the United States, are advertised in the News Letter.

Further information concerning ASPO activities may be obtained by writing to The American Society of Planning Officials, 1313 East Sixtieth Street, Chicago 37, Illinois.

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#### BRIEFLY NOTED

The Minister recently defined the following planning areas as single independent planning areas: - The Bradford Planning Area, The East Oxford Planning, The North Oxford Planning Area, and The Milton Planning Area.---The newly appointed Secretary for The Fort Francis Planning Board is Mr. R.A. Cumming.---The following have recently been appointed as members on The Westminster Planning Board:- Messrs. Glenn G. Marshman (Chairman), Hugh Lamb (Vice Chairman), Gordon A. Murray, Charles Cousins and Wallace Laidlaw. Mr. Max C. Malpass is Secretary-Treasurer of the Westminster Planning Board.---Mr. F.L. Grigg has been appointed Secretary of The Simcoe Planning Board and The Simcoe Committee of Adjustment. ---Mr. Lloyd Simpson has been appointed Secretary-Treasurer of The Township of Chatham Planning Board.---Mr. Alex Robillard has been recently appointed as Secretary-Treasurer of The Rayside Planning Board.---The Committee of Adjustment for The Town of Smiths Falls has been recently approved.---Its membership consists of the following:- Messrs. P.B. Strader, A.R. Cawdron and R.J. Beach.

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#### The Planning Act, 1955

Copies of The Planning Act, 1955 are now available at The Queen's Printer, Parliament Buildings, Toronto, Ontario at 10¢ a copy.

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#### Supplement

Attached as a supplement to this issue of ONTARIO PLANNING is a Planning Bibliography for Planning Board members and staff.

The index to ONTARIO PLANNING, Vol. 2, 1955 is enclosed with this issue.





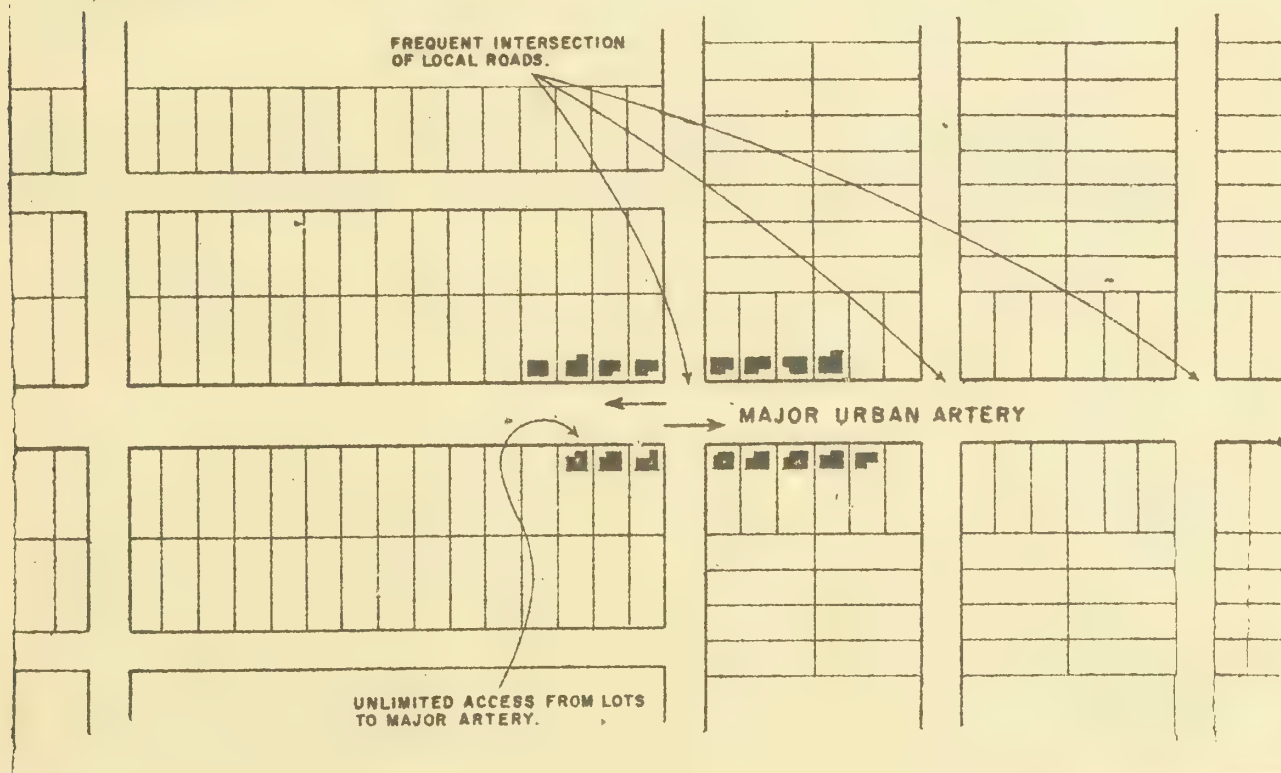
Vol. 3, No. 4

April, 1956.

RESIDENTIAL SUBDIVISION DESIGN ALONG MAJOR  
URBAN ARTERIAL ROADS.

It is increasingly obvious that the more conventional methods of subdividing land for residential purposes along major urban roads must give way immediately to a new approach to subdivision design.

DIAGRAM A.



ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

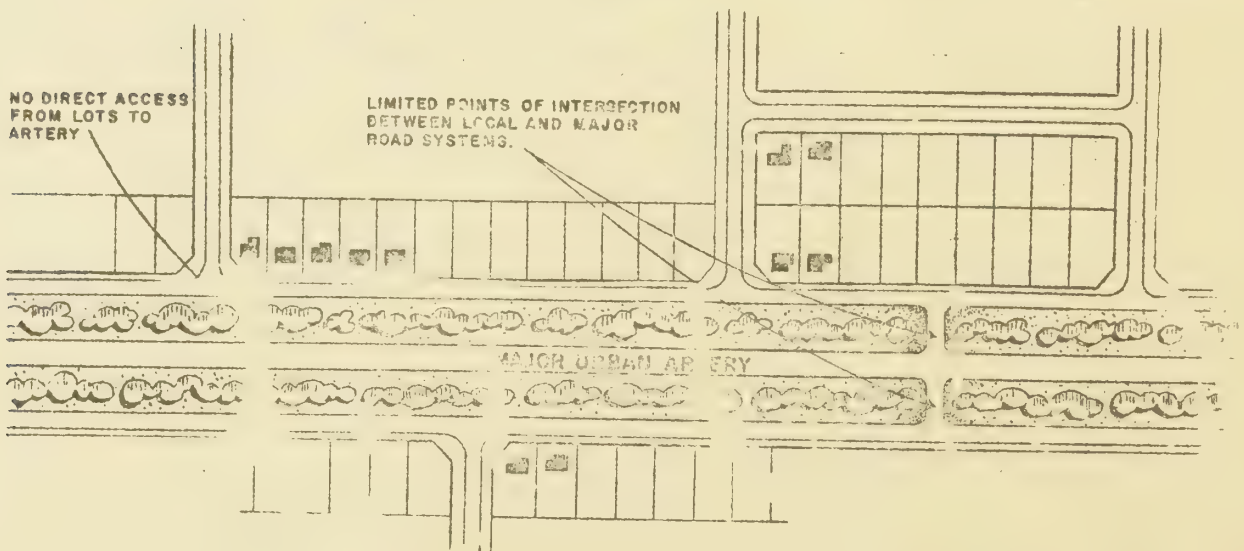
TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

There are two principal reasons why land abutting existing and future major urban roads must not be subdivided in the conventional fashion as set out in Diagram "A":

1. Lots orientated towards the major artery decrease the ability of the artery to carry the volume of traffic for which it was initially designed. This decrease in carrying capacity is due to the frequent vehicular movements made at angles to the principal direction of traffic flow in order to secure access to (and exit from) private drives, parking areas and local roads spaced at intervals along the artery right-of-way. This conflict between through movement and local turning manoeuvres reduces, roughly in proportion to the frequency of private and public points of intersection, the flow speed on the artery and thus the capacity of the artery.
2. Land subdivided in the manner shown in Diagram "A" is not adapted to sound residential development due to the presence of gaseous fumes, dust, noise and glare produced by traffic on the artery.

What are the subdivision techniques which can be applied to land abutting arteries to preserve the carrying capacity of the artery and, at the same time, permit utilization of such land for sound residential development?

I. Service Road - Exterior Orientation of Lots.



### Advantages

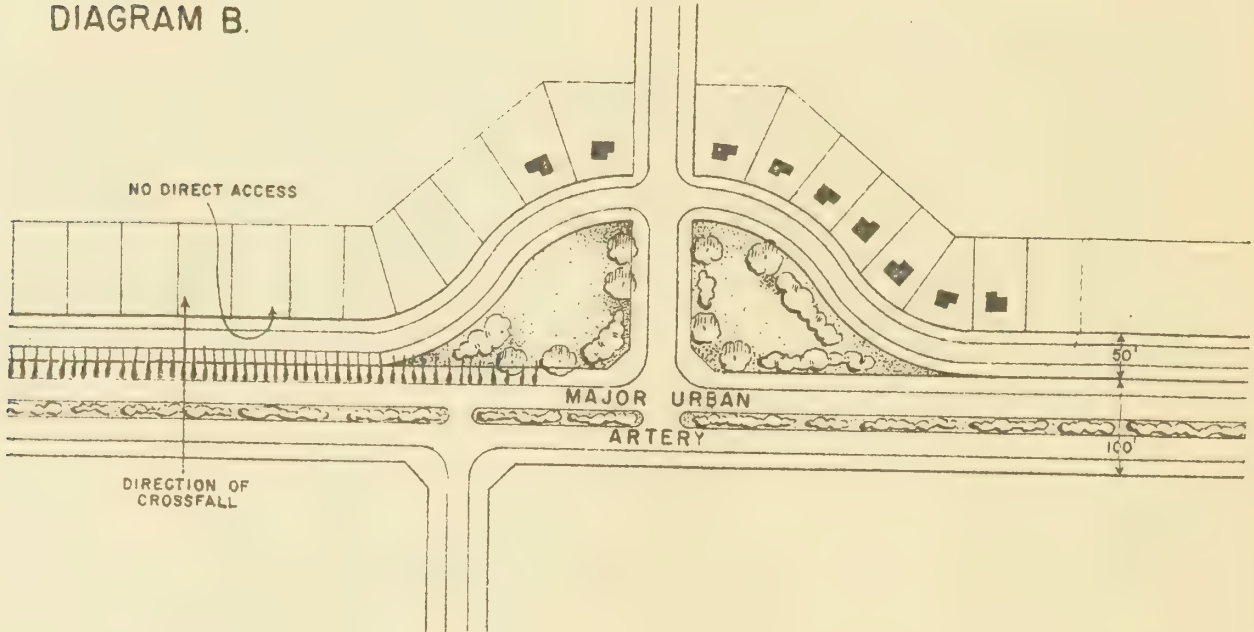
- (i) Infrequent points of intersection between local street system and artery - access points at intervals of  $1/2$  to  $3/4$  miles.
- (ii) No direct vehicular access from private drives to artery.
- (iii) Relatively effective separation of residences from moving traffic on artery. With a four lane, undivided travelled way, an artery right-of-way of 100 to 150 feet, a service road allowance of 50 feet and a house setback of 25 feet, the separation between residences and the nearest arterial lane will be 100 to 125 feet. This separation can be made much more effective in its buffering action by establishing dense planting along the dividing strip between the artery and the service road.

### Disadvantages

- (i) The service road ( and any other municipal utilities located in the road) serves only one tier of lots.
- (ii) Vehicular movement along the service road at night is confusing, and potentially dangerous, in that drivers on the artery are forced to drive with opposite moving vehicles on both their left and right side. This may be rectified by (a) restricting traffic on the service roads to one way movement in the direction of arterial travel on the lanes nearest the service road but only at the expense of distorting the travel circulation pattern and (b) providing a degree of illumination through street lights which will materially reduce concentrated glare from oncoming headlights but only at the expense of creating 24 hours of daylight for the housing areas adjacent to the artery.
- (iii) This particular solution to the problem of unlimited access to the artery cannot be readily applied without modification in those instances where the line of the artery is parallel to the contours of a moderate to steep slope due to difficulty of locating interconnection points between the service road and the artery. In such circumstances the dividing strip dividing the service road from the artery must be widened to provide for workable grades on interconnecting road. Note Diagram "B".

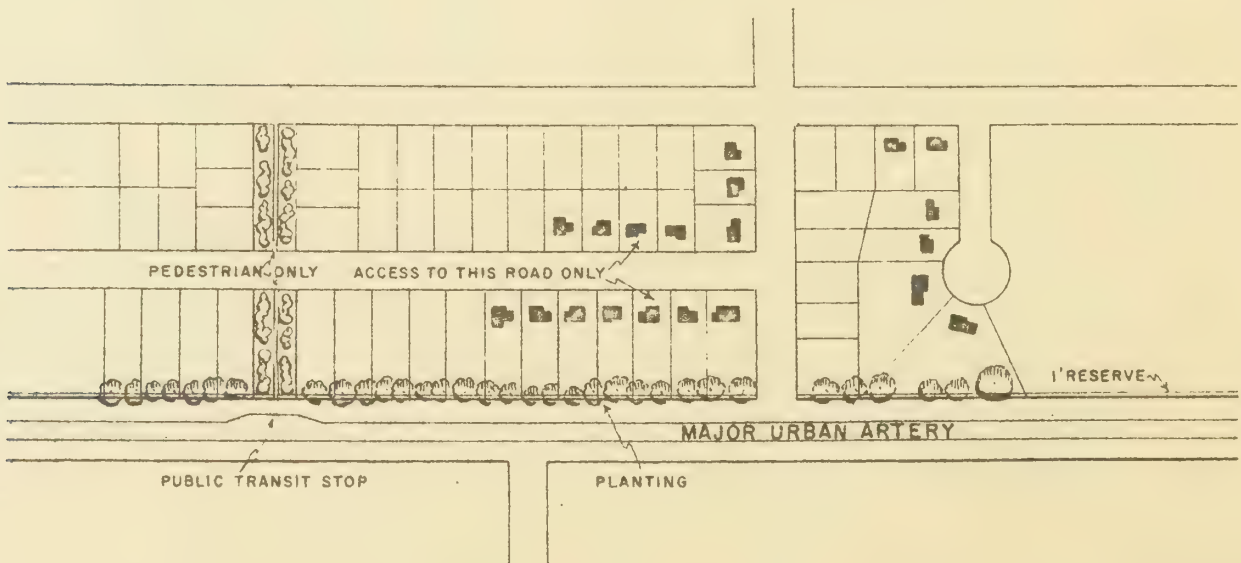
I. Service Road - Exterior Orientation of Lots (cont.)

DIAGRAM B.



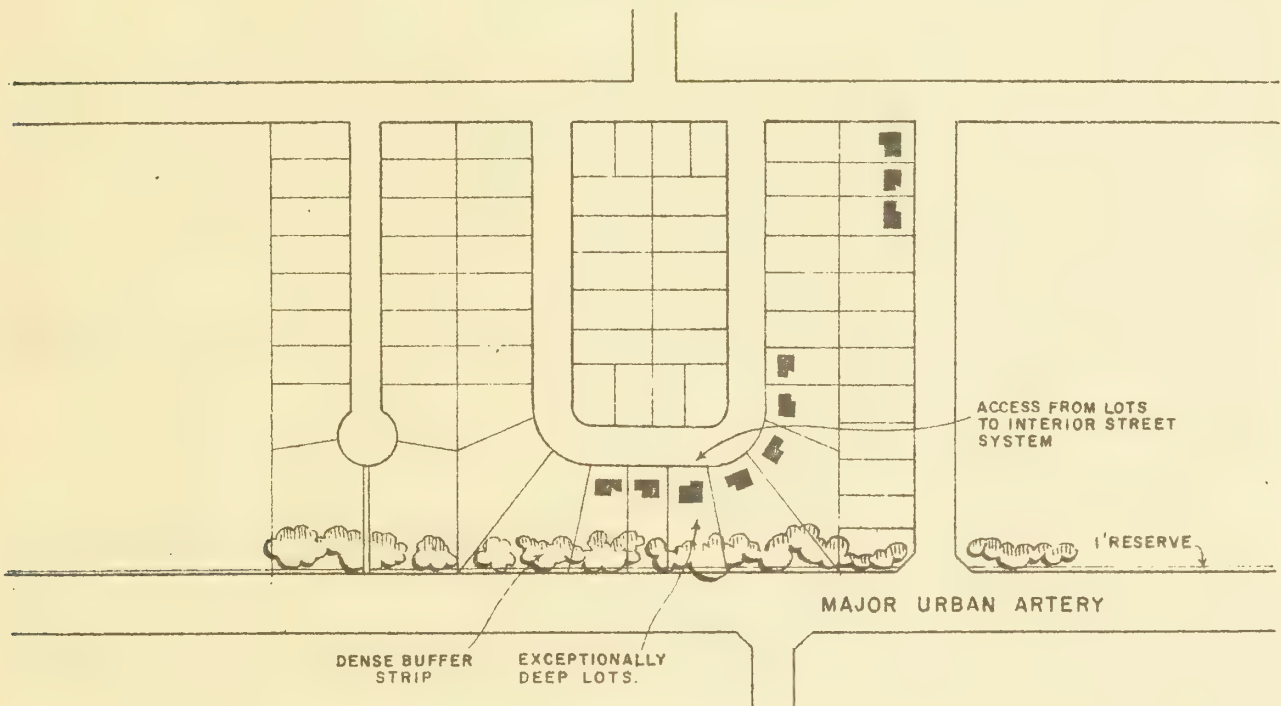
II. Interior Orientation of Lots.

Deep Lot Buffer



### Advantages

- (i) Infrequent points of intersection between local street system and artery.
- (ii) No direct vehicular access from private drives to artery - all access to interior road system.



- (iii) Relatively effective separation of residence from moving traffic on artery but difficulty encountered in securing the same degree of physical separation as in case of service road. With normal depth lots ranging from 95 to 120 feet the separation (assuming similar road widths as in the service road example) between the nearest moving lane and residences fronting on the interior ranges from 60 to 100 feet. To secure more adequate separation it is necessary to (a) increase the width of the arterial road right-of-way without increasing pavement width to same degree, (b) increase depth of residential lots beyond normal residential lot depth or (c) a combination of (a) and (b). For example, a 4-lane undivided travelled way within a right-of-way of 150 feet and a lot depth minimum of 200 feet would provide for a separation of approximately 190 feet.

This latter figure is considered adequate to protect the integrity of the residential area particularly if reinforced by a dense buffer strip located between the living and traffic movement areas.

- (iv) All municipal services including road, sewer and water lines serve two tiers of lots resulting in a more economical service structure than in the service road example.

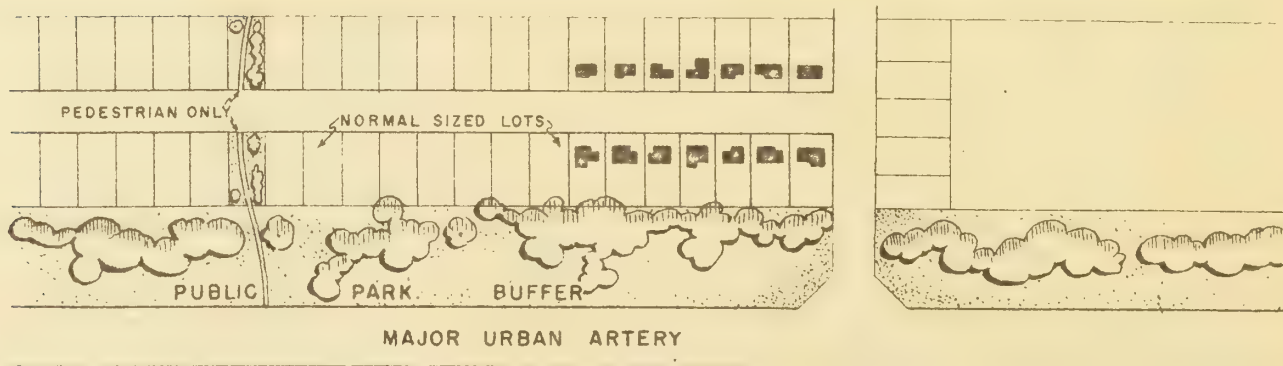
### Disadvantages

To secure adequate separation between residences and artery it is necessary to provide for abnormally deep residential lots. Even with a suitable lot depth/frontage ratio of from 2.0 to 2.5, achieved by increasing frontages beyond 60 feet, there is the distinct possibility that the rear portion of such deep lots will not be maintained to a high standard.

To minimize the impact of arterial traffic movement, and to provide lots which will support stable residential development the following points must be considered:

- (a) the lot depth/frontage ratio should not exceed 2.5.
- (b) a dense, fast growing, all season buffer should be planted as part of the subdivision development programme and
- (c) the houses located on these lots should be so designed as to place the sleeping areas as far from the arterial traffic as possible.

### Park Strip Buffer



### Advantages

- (a) Optimum shielding of residential area.
- (b) Limitation of points of intersection between local and arterial road system.
- (c) No direct access from private drives to artery.
- (d) Normal municipal utility layout, with full use of installed services.
- (e) Assuming a high standard of maintenance of public buffer strip the value of the residential lots abutting the buffer will be enhanced.
- (f) With the public assuming at least part of the responsibility for the necessary buffer zone the residential lots flanking the artery may be of normal size, rather than the abnormal size required in the previous examples cited.
- (g) With the provision of pedestrian ways through the area the buffer could readily serve in meeting part of the more passive recreational requirements of the urban area.

### Disadvantages

Lineal public park acting as buffer could establish relatively high costs of maintenance. However, as purpose of buffer is not primarily of an aesthetic or recreational nature, and will not act as a hydro or telephone line carrier, maintenance costs may be minimized by utilizing planting and ground cover types which will not require constant maintenance attention.

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### REVIEW OF COMMUNITY PLANNING BRANCH ADMINISTRATIVE ACTIVITIES DURING FIRST QUARTER OF 1956

The following is a brief statistical review of administrative activities carried on by the Community Planning Branch during the first quarter of 1956 (Jan. 1 to Mar. 31). Increases are noted in most phases of Branch activity over the same period a year ago.



May-June 1956.

EASEMENT PLANNING FOR UTILITY SERVICES

One of the stated purposes of community planning is to create aesthetically pleasing communities.

This feature of planning is unfortunately too often lost or put aside "temporarily" in the attempt on the part of many municipal (including planning) agencies to create "the community economical and efficient". Perhaps many municipalities fail to understand the intimate interrelationship between community desirability and visual appearance of the urban townscape.

Perhaps one of the most striking or distracting elements in the normal urban street picture is the maze of overhead power and telephone cables which weave





random geometric patterns against the sky backdrop. This is particularly obvious in the downtown areas where the density of wire cover is so extreme as to practically obscure any efforts at artistic treatment of building facades above the carrier level.

While the frequency of overhead wires is much greater in the highly concentrated urban core than in residential areas it is in these latter areas with which we are primarily concerned in this report.

Realization of the difficulty in creating pleasing residential streets when overhead wires are carried within the street right-of-way has led more and more land developers to making provision for these overhead lines along the rear lot lines, and, to a much lesser but increasing extent, underground within the street right-of-way.

While the relocation of the lines from the street to the block interiors has many advantages in terms of visual appearances of the finished development, it may be, without adequate consideration being given to the locational and design requirements of the utilities being relocated, that increased capital and maintenance costs accruing to the developer and the public utility will make such relocation impractical.

With the intention of satisfying the valid demand for relocation due to appearance considerations and keeping capital and maintenance costs minimal the Detroit Edison Company and Michigan Bell Telephone Co. have recently published a brochure which sets forth subdivision design features which facilitate, and make practical, rear lot construction. While many of the statements made in their study "Easement Planning for Utility Services" have no applicability to the Ontario scene due to differences in subdivision approval techniques we are of the opinion that many of the statements made with respect to easement design and location are worthy of note by all persons involved in the design and analysis of subdivision plans.

The following design features are basically those presented in the Detroit Edison and Michigan Bell Company publication with some variations in detail being made as a result of our discussions with Ontario Hydro and Bell Telephone Company officials.

#### Factors to Consider in the Design of Utility Easements.

"In general, service lines in residential areas are located in easements along, or near, interior lot lines, in order to keep the number of (utility) poles on residential streets to a minimum".

"Utility easement needs, providing for immediate and future installations and maintenance, should be



considered in the preliminary stages (of subdivision design), taking into account various factors, outlined as follows:

A. Location of Easements.

Easements should be located along rear, or side lot lines, or should be provided across lots in some cases, as with deep lots, to give access to every lot, park or public grounds.

For this purpose a deep lot is defined as one where the distance from the rear of the property to rear of residence, or building, is in excess of 100 feet. This is an approximate guide only and local public utility agencies should be consulted in determining the necessity and location of easements across deep lots.

In certain cases, such as lake and river-front subdivisions, where buildings front away from streets, and in multiple unit developments where streets in general constitute service roads, or in developments with estate-size lots, service lines are properly located in the streets. Also included in this category are situations where rear property lines abut canals. In these cases special consideration to easements may be necessary.

B. Width of Easements.

It is recommended that the desirable width of easements be as follows, in order to allow a reasonable minimum clearance from structures and trees located adjacent to an easement.

Easements along rear lot lines.

Usual practice, 10 feet on each lot, total width of 20 feet.

Easements through a lot.

Desirable minimum - 20 feet.

Easements along side lot lines.

Desirable minimum, 5 feet on each lot, total width of 10 feet.

C. Continuity of Easements.

It is preferable that easements be continuous from block to block. Easements providing for both ingress and egress from streets along rear and side lot lines are desirable to provide best continuity of service. In some instances ingress only may be satisfactory.

D. Alignment of Easements.

It is recommended that the easement system be

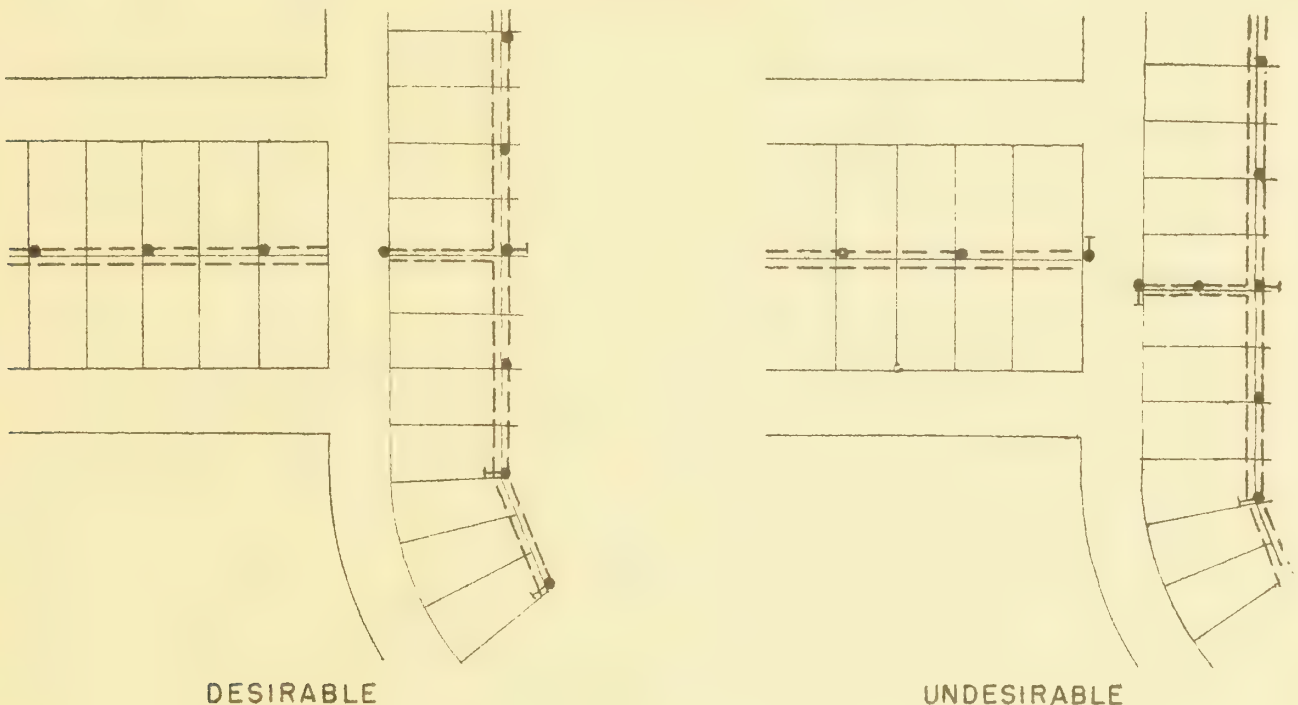


aligned as well as possible. The following examples are cited as a guide towards more sightly, acceptable and economical service-line construction.

1. Misaligned Easements.

When sections of easements are severely out of line, it follows, that in going from block to block it will be necessary to install additional poles and guy lines, solely to turn and hold angles in the service lines. Interference with private drives, structures and the optimum use of lots often results from such practices and in addition, line construction may be unsightly.

DIAGRAM I



Generally, angles in a line in excess of ten (10) degrees will require a guy structure.

2. Irregular Easements.

Easements within blocks consisting of straight line portions with points of deflection to accommodate the occasional irregularly-shaped lot, such as one with a triangularly shaped portion at rear, do not permit orderly construction of utility facilities and will require additional poles and guy lines in the vicinity with resulting costly and unsightly congestion. It is recommended that this type of lot layout be avoided (see Diagram 2).

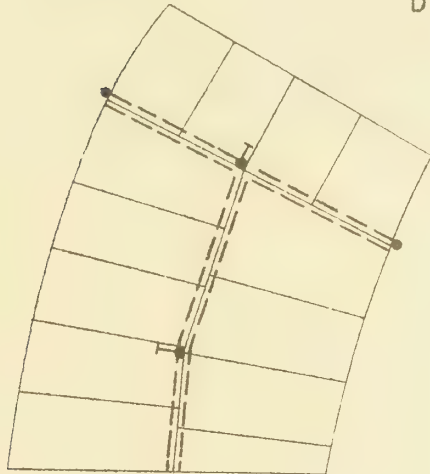
3. Easements within Curvilinear Blocks.

For lots facing on curvilinear streets, the

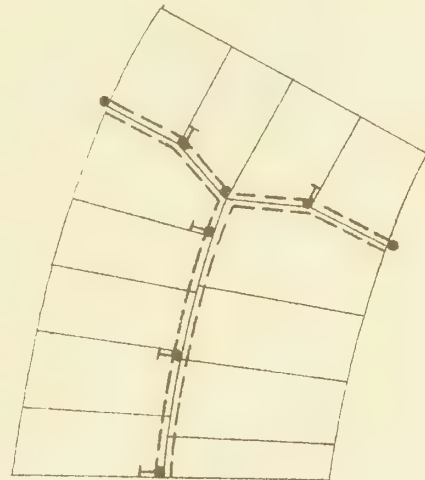


rear easement should preferably consist of a series of straight lines with a minimum number of points of deflection. If points of deflection can be arranged to coincide with side lot lines on the side of the exterior angle, guy structures can be installed in a manner resulting in minimum interference with lot use.

DIAGRAM 2



DESIRABLE



UNDESIRABLE

In certain instances easements of limited width and length, to provide for these guy structures, might be desirable. The following examples of pole spacing are cited as a guide to distances between points of deflection:

- with 40 foot lots - poles every 3 lots, occasionally 4 lots.
- with 50 foot lots - poles every 3 lots.
- with 60 foot lots - poles every 2 lots, occasionally  $2\frac{1}{2}$  lots.
- with 75 foot lots - poles every 2 lots.
- with 100 foot lots - poles every 2 lots, occasionally 1 to  $1\frac{1}{2}$  lots.
- with 150 foot lots - poles every lot.

#### E. Coordination of Easements Between Abutting Developments.

It is necessary to coordinate service needs and to provide feed-through facilities between adjoining developments. This requirement may, at times, affect the layout of the easement system.

#### F. Easement Requirements.

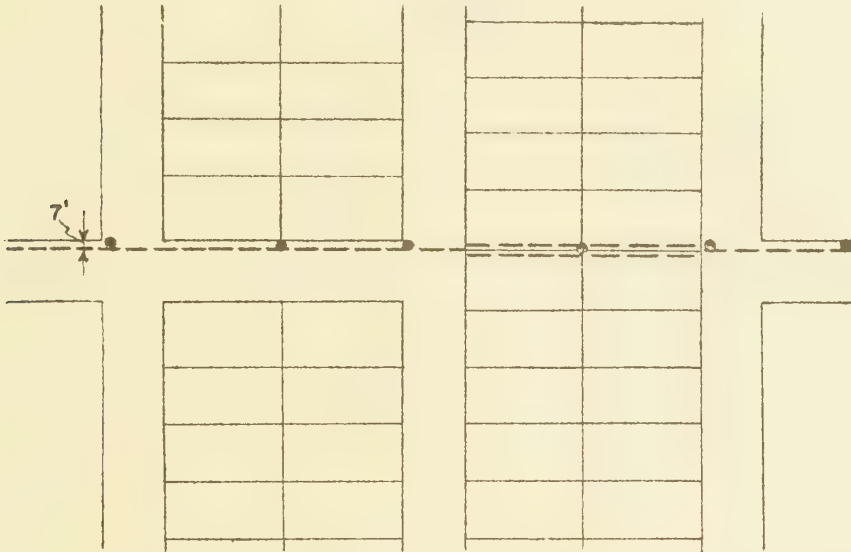
Easements should require that no permanent structures be erected on or across the easement and should confer tree-trimming and removal rights within the easement in order to provide for clear line maintenance.



G. Extension of a terminated Street as an Easement.

Where a subdivision lacks sufficient through streets to provide for utility needs, extension of a terminated street as a public utility easement of usual easement dimension will provide for utility needs without vehicular traffic problems. Side lot easements will be required in such cases, but a slight increase in lot width can compensate for this. Ontario Hydro suggest that in such instances the side lot line carrying the easement be off-set seven (7) feet from the extended street line as illustrated in Diagram 3

DIAGRAM 3



. Green Belt Plantings adjacent to, or within, Easements.

Controlled planting and the use of landscape material with a mature height not exceeding 16 feet is strongly recommended to simplify utility line clearance problems.

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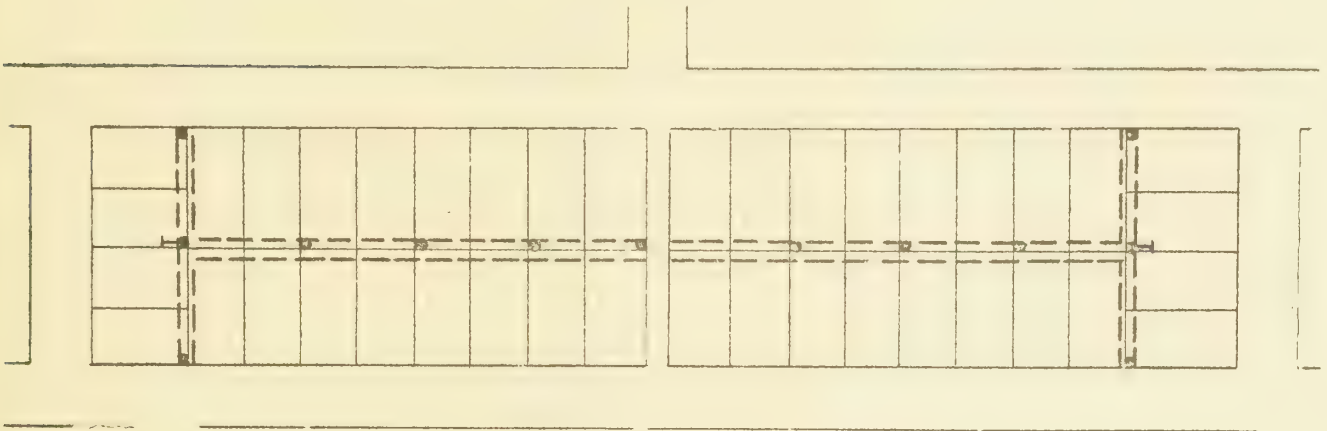
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revolves about the difficulty of securing access to these rear lot locations for maintenance purposes. While this is a legitimate objection there are means, through subdivision design, whereby this point on maintenance may be reduced in seriousness.

One of the most promising design features which has been used recently to minimize difficulty of access for maintenance purposes has been the introduction of pedestrian ways across long blocks (Diagram 4) which serves the multi-purpose function of facilitating pedestrian flow and providing relatively frequent points of access for the heavier equipment used by the public utility for maintenance of their lines.

DIAGRAM 4



This innovation is particularly valuable if as many of the transformers necessary in the system are sited immediately adjacent to these pedestrian ways and at the entrance to the blocks in the streets.

#### ORANGEVILLE AREA CONFERENCE

Land use problems in a predominantly agricultural and resort area experiencing some industrial growth were discussed at a conference of planning board and council representatives in the Orangeville area June 6 and 7.

Sponsored by the Community Planning Branch in co-operation with local authorities, the meeting was conducted on a workshop basis similar to that employed in other recent conferences elsewhere in the Province

More than 40 persons in all attended, representing, in addition to the Town of Orangeville, the Villages of Grand Valley and Shelburne and the Townships of Amaranth, Garafraxa East, Luther East, Melancthon, Mono, Mulmur and Caledon.

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. FRED M. CASS, Q.C. MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

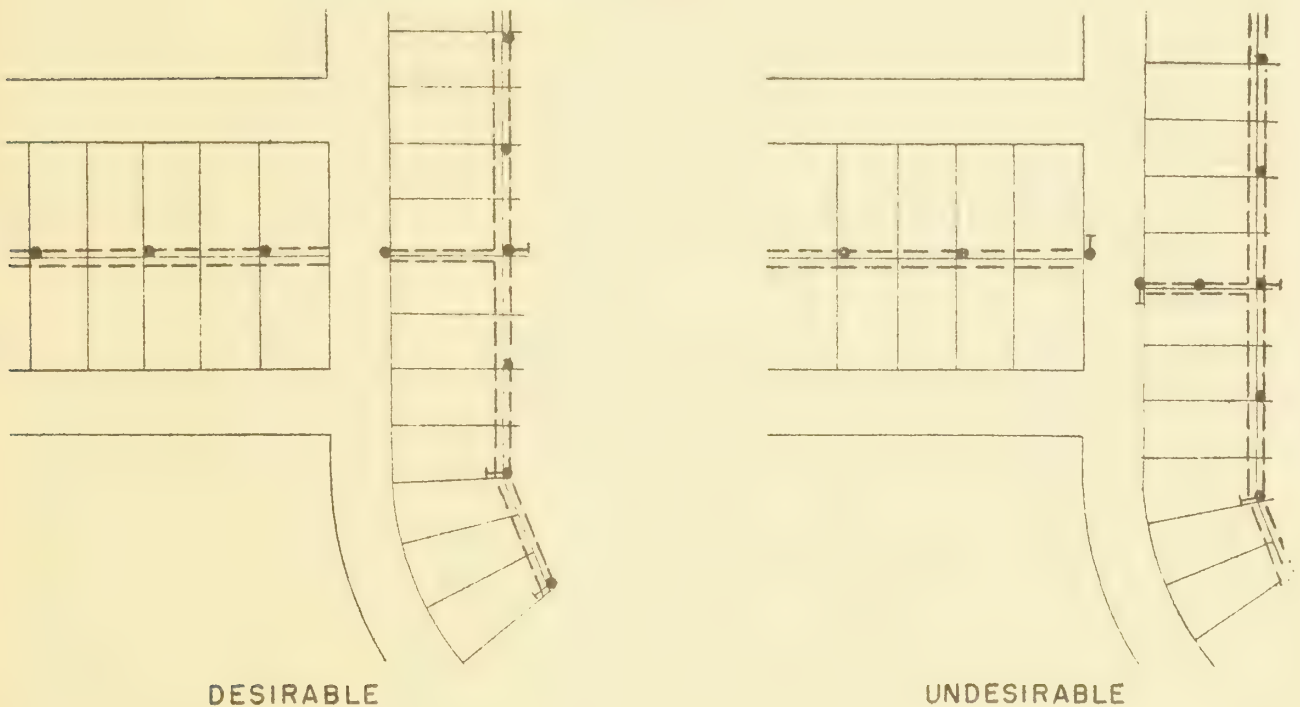
TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

aligned as well as possible. The following examples are cited as a guide towards more sightly, acceptable and economical service-line construction.

1. Misaligned Easements.

When sections of easements are severely out of line, it follows, that in going from block to block it will be necessary to install additional poles and guy lines, solely to turn and hold angles in the service lines. Interference with private drives, structures and the optimum use of lots often results from such practices and in addition, line construction may be unsightly.

DIAGRAM 1



Generally, angles in a line in excess of ten (10) degrees will require a guy structure.

2. Irregular Easements.

Easements within blocks consisting of straight line portions with points of deflection to accommodate the occasional irregularly-shaped lot, such as one with a triangularly shaped portion at rear, do not permit orderly construction of utility facilities and will require additional poles and guy lines in the vicinity with resulting costly and unsightly congestion. It is recommended that this type of lot layout be avoided (see Diagram 2).

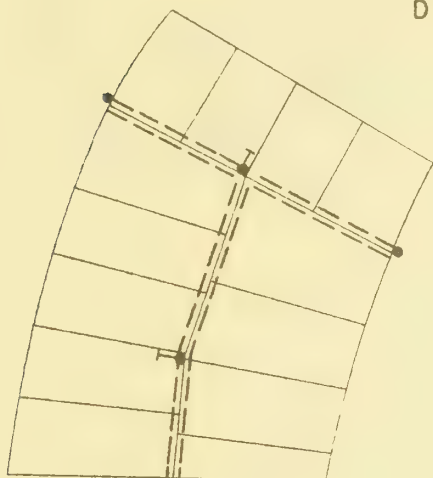
3. Easements within Curvilinear Blocks.

For lots facing on curvilinear streets, the

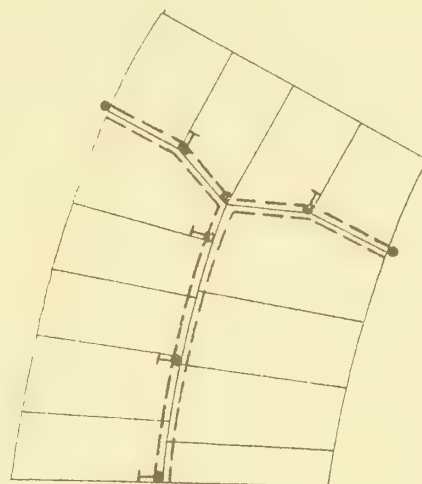


rear easement should preferably consist of a series of straight lines with a minimum number of points of deflection. If points of deflection can be arranged to coincide with side lot lines on the side of the exterior angle, guy structures can be installed in a manner resulting in minimum interference with lot use.

DIAGRAM 2



DESIRABLE



UNDESIRABLE

In certain instances easements of limited width and length, to provide for these guy structures, might be desirable. The following examples of pole spacing are cited as a guide to distances between points of deflection:

- with 40 foot lots - poles every 3 lots, occasionally 4 lots.
- with 50 foot lots - poles every 3 lots.
- with 60 foot lots - poles every 2 lots, occasionally  $2\frac{1}{2}$  lots.
- with 75 foot lots - poles every 2 lots.
- with 100 foot lots - poles every 2 lots, occasionally 1 to  $1\frac{1}{2}$  lots.
- with 150 foot lots - poles every lot.

#### E. Coordination of Easements Between Abutting Developments.

It is necessary to coordinate service needs and to provide feed-through facilities between adjoining developments. This requirement may, at times, affect the layout of the easement system.

#### F. Easement Requirements.

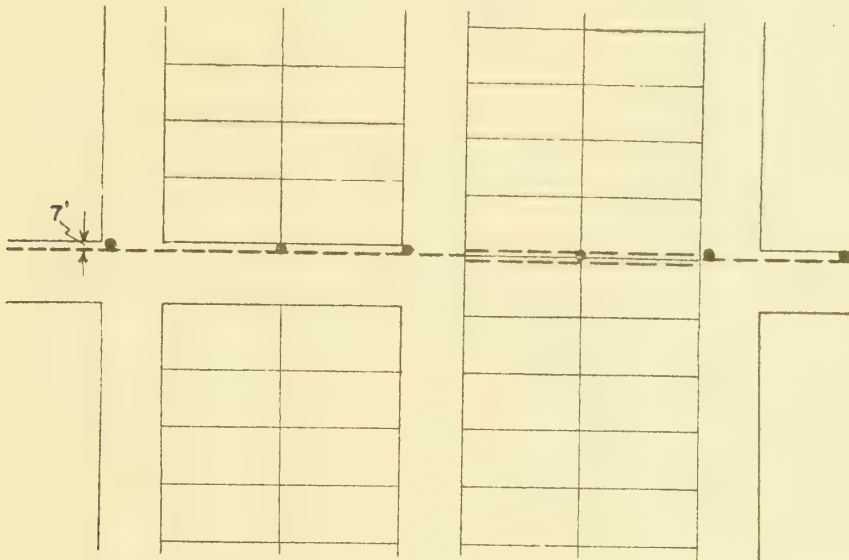
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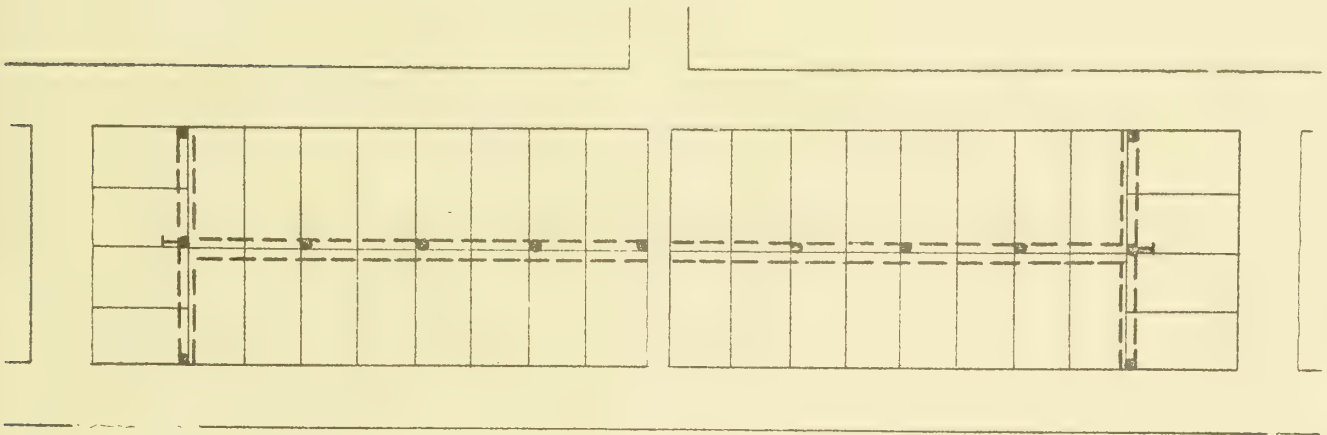
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# DEPARTMENT OF PLANNING AND DEVELOPMENT

HON. W. M. NICKLE, MINISTER

454 UNIVERSITY AVENUE  
TORONTO 2, ONTARIO

## ONTARIO PLANNING

### COMMUNITY PLANNING BRANCH

A.L.S. NASH, DIRECTOR  
A.E.K. BUNNELL, CONSULTANT

November, 1956.

Vol. 3, No. 3  
ONTARIO PLANNING  
NEWSLETTER

#### SUBDIVISIONS UP DURING FIRST THREE QUARTERS OF 1956; RESIDENTIAL CONSTRUCTION STARTS DOWN.

Sizeable increases in the number of lots intended for residential use and in the acreage of land subdivided are shown by statistics of subdivision activity in Ontario for the first three quarters of 1956, compared with the same period in 1955.

A breakdown of figures compiled by the Community Planning Branch on the basis of subdivision plans approved for registration pursuant to The Planning Act (1955) is presented in tables at the end of this article.

As shown in Table I, approximately 25,000 proposed single family lots serviceable with both municipal water and sewer (URBAN) were contained in plans approved during the first three quarters of 1956, compared with 18,000 for the same period in 1955. Excluding lots contained in three St. Lawrence Seaway re-location plans (see also Table 1), this was an increase of 35 per cent over the same period in 1955 and was approximately 2,000 more than the total number of URBAN lots approved in all of 1955. Gross URBAN acreage subdivided, excluding Seaway plans, was about 16 per cent more than at the end of the first three quarters of 1955. Increases in total URBAN acreages and lots occurred during each quarter of 1956, especially the third, as indicated in Table I (A) showing per cent change 1956.  
1955

Changes in SUBURBAN and RURAL classifications were comparatively slight, in terms of acreages subdivided and lots created. (1) Owing mainly to the substantial increase in the URBAN classification, SUBURBAN and RURAL plans accounted, proportionately, for appreciably less of total subdivision activity during the first three quarters of 1956 than in 1955. (See Table I (C)).

- 
- (1) All subdivision figures cited, particularly in the SUBURBAN and RURAL classifications, are subject to some adjustment, based mainly on allowance for re-subdivisions of previous registered plans. Such adjustments have not been made in the figures published here. For the periods under review, adjustments should not significantly alter the picture presented.



### New Construction

On the basis of records maintained by the Community Planning Branch no direct comparison can be made between the number of lots created by plan of subdivision and number of new building starts, with a view to determining the existence of "surpluses" or "shortages" of lots for the Province as a whole.

However, it is interesting to compare the rates at which these two related activities are taking place. As shown in Table II (A), construction starts of new dwelling units in Ontario were approximately 3.5 per cent less for the first three quarters of 1956 than for the same period in 1955. An increase of 6 per cent during the second quarter was followed by a drop of over 15 per cent in the third quarter. D.B.S. figures to the end of October, 1956, and statistics compiled by the CMHC Ontario regional office to the end of November, 1956, indicate a continued decline for 1956 beyond the three quarter mark, compared with 1955.

### Metropolitan Toronto

Table II (B) showing construction starts for the Municipality of Metropolitan Toronto, less the City of Toronto (2), shows increasing quarterly drops during the first three quarters of 1956 compared with 1955. Total new starts during the period were approximately 15 per cent less than in the same period in 1955. This drop was considerably higher than for the Province as a whole. D.B.S. figures to the end of October, 1956, and preliminary statistics compiled by the Ontario regional office of CMHC for the Metropolitan Toronto area to the end of November, 1956, indicate a continued and accelerated decline in new construction beyond the three quarter mark of 1956, compared with 1955.

Subdivision totals for Metropolitan Toronto compiled by the Branch for the first three quarters of 1956 are not yet complete. Preliminary totals indicate some slackening during the period compared with 1955, both on the basis of gross acreage subdivided and residential lots created. However, plans approved after September 30, 1956, based on the increased availability of services in the Metro area during the latter half of the year, may alter the Metro subdivision picture for the year as a whole substantially.

- 
- (2) New construction starts in units for the City of Toronto during the periods under review were slightly higher in 1956 than in 1955-2114 to the end of September, 1956, compared with 2033 to the end of September, 1955.



## Definitions

Terms and abbreviations used in the subdivision tables following to denote services available, nature of land use etc. are listed below:

1. UR - Urban - Municipal water & sewer available
- SU - Suburban - Municipal water only
- RU - Rural - Neither municipal water nor sewers
- RE - Resort

A few partially serviced plans are listed as half-plans in UR and SU classification.

2. S.F. - Single Family Lot; T.F. - Two-Family Lot;  
M.F. - Multi-Family Lot.
3. Public Purposes - Includes land set aside for public purposes, chiefly parks and school sites, pursuant to Section 26(5) and otherwise. Areas of common user are included in this classification.
4. Other Blocks - Comprises blocks not otherwise accounted for, mainly retained by the owner or otherwise reserved for future development.
5. All areas given in acres; street length in thousands of feet. Street area includes widenings dedicated as public highway. Owing to rounding, area totals may not cross-add to the final digit.



TABLE I

SUMMARY OF SUBDIVISION PLANS  
APPROVED FOR REGISTRATION IN THE PROVINCE OF ONTARIO

(a) During first nine months of 1955

(b) During first nine months of 1956

| No. of Plans | T<br>y<br>p<br>e | Total Area | R e s i d e n t i a l |      |     | P u b l i c Purposes |              | C o m m e r c i a l |      | I n d u s t r i a l |      | O t h e r Blocks |      | S t r e e t s |      |
|--------------|------------------|------------|-----------------------|------|-----|----------------------|--------------|---------------------|------|---------------------|------|------------------|------|---------------|------|
|              |                  |            | S.F.<br>No.           | Area | No. | T.F.<br>No.          | M.F.<br>Area | No.                 | Area | No.                 | Area | No.              | Area | Length        | Area |
| (a) 289.5 )  | )UR              | ( 6160     | 17925                 | 2930 | 557 | 87                   | 95           | 62                  | 423  | 244                 | 176  | 288              | 834  | 115           | 393  |
| (b) 309 )    |                  | ( 7727     | 25331                 | 4247 | 945 | 168                  | 227          | 138                 | 802  | 387                 | 209  | 110              | 239  | 114           | 232  |
| (a) 121.5 )  | )SU              | ( 2302     | 6305                  | 1481 | 24  | 5                    | 1            | 2                   | 119  | 134                 | 62   | 69               | 93   | 32            | 44   |
| (b) 125 )    |                  | ( 2176     | 5946                  | 1448 |     |                      | 2            | 11                  | 174  | 141                 | 13   | 24               | 35   | 56            | 61   |
| (a) 149 )    | )RU              | ( 2320     | 3874                  | 1722 | 5   | 2                    |              |                     | 103  | 56                  | 85   | 40               | 11   | 13            | 58   |
| (b) 120 )    |                  | ( 2480     | 3957                  | 1886 |     |                      |              |                     | 87   | 99                  | 31   | 26               | 1    | 20            | 19   |
| (a) 114 )    | )RE              | ( 2521     | 2574                  | 1817 |     |                      |              |                     | 71   | 198                 | 35   | 80               |      | 27            | 110  |
| (b) 97 )     |                  | ( 1926     | 2291                  | 1258 |     |                      |              |                     | 85   | 119                 | 16   | 21               |      | 31            | 192  |

N o t e : Included in the URBAN figures above for 1956 are three plans for the re-location of St. Lawrence Seaway Valley residents, summarized as follows:

|   |    |     |      |     |   |    |    |    |    |    |   |    |   |   |    |     |
|---|----|-----|------|-----|---|----|----|----|----|----|---|----|---|---|----|-----|
| 3 | UR | 574 | 1134 | 274 | 4 | 10 | 26 | 88 | 13 | 59 | 4 | 18 | 3 | 8 | 71 | 118 |
|---|----|-----|------|-----|---|----|----|----|----|----|---|----|---|---|----|-----|



TABLE I (A)

Showing per cent change <sup>1956</sup>1955 in acreage and number of single family lots contained in URBAN plans of subdivision approved for registration during the first three quarters of 1956 in the Province of Ontario.

|                      | URBAN Plan Acreage<br><sup>1956</sup><br>% change 1955 | URBAN Single Family Lots<br><sup>1956</sup><br>% change 1955 |
|----------------------|--|--|
| 1st Quarter          | 19.7   | 50.4   |
| 2nd Quarter          | 21.6 (11.7)*   | 31.3 (24.9)*   |
| 3rd Quarter          | 33.2 (18.1)*   | 46.8 (35.8)*   |
| Total for 3 Quarters | 25.4 (16.1)*   | 41.3 (35.0)*   |

TABLE I (B)

Showing per cent change <sup>1956</sup>1955 in acreage and number of single family lots contained in combined URBAN, SUBURBAN & RURAL plans of subdivision approved for registration during the first three quarters of 1956 in the Province of Ontario.

|                      | Combined UR, SU & RU Acreage<br><sup>1956</sup><br>% change 1955 | Combined UR, SU & RU S.F. Lots<br><sup>1956</sup><br>% change 1955 |
|----------------------|--|--|
| 1st Quarter          | -4.0   | 18.7   |
| 2nd Quarter          | 19.1 (13.3)*   | 26.1 (21.7)*   |
| 3rd Quarter          | 24.5 (15.7)*   | 29.5 (22.8)*   |
| Total for 3 Quarters | 14.8 ( 9.5)*   | 25.4 (21.3)*   |

\* Bracketed figures show percentage change excluding Seaway Plans (See Table I).



TABLE I (C)

Showing combined SUBURBAN and RURAL plan acreage and single family lots as a percentage of all plans, excluding RESORT, for first three quarters of 1955 & 1956.

|  | 1955 | 1956 | % change<br><u>1956</u><br>1955 |
|--|------|------|---------------------------------|
| Combined SU and RU plan<br>Acreage as a per cent of<br>total acreage excluding RE                      | 42.9 | 37.6 | -5.3                            |
| Combined SU and RU single<br>family lots as a per cent<br>of total single family lots,<br>excluding RE | 36.2 | 28.0 | -8.2                            |



TABLE II (A)

Construction of New Dwelling Units in Ontario during first three Quarters of 1955 &amp; 1956

|                                 | (STARTS)<br>1956 | (STARTS)<br>1955 | % Change $\frac{1956}{1955}$ |
|---------------------------------|------------------|------------------|------------------------------|
| 1st Quarter                     | 6233             | 6184             | -.8                          |
| 2nd Quarter                     | 17299            | 16303            | 6.1                          |
| 3rd Quarter                     | 15991            | 18417            | -15.2                        |
| Total For 1st<br>Three Quarters | 39523            | 40904            | -3.5                         |

TABLE II (B)

Construction of New Dwelling Units in Municipality of Metropolitan Toronto during first three Quarters of 1956 (Excluding City of Toronto) and 1955

|                                 | (STARTS)<br>1956 | (STARTS)<br>1955 | % Change $\frac{1956}{1955}$ |
|---------------------------------|------------------|------------------|------------------------------|
| 1st Quarter                     | 2275             | 2528             | -10.0                        |
| 2nd Quarter                     | 3738             | 4238             | -11.8                        |
| 3rd Quarter                     | 4946             | 6117             | -19.1                        |
| Total For 1st<br>Three Quarters | 10959            | 12883            | -14.9                        |

Source: New Residential Construction (D.B.S.)



## DIRECTORY

The Community Planning Branch intends issuing this month a revision of the March 1956 Directory of Planning Boards and Committees of Adjustment. This Directory is designed primarily for use within the Branch, but a limited number of extra copies will be available for distribution to any planning board or committee of adjustment where request is received prior to January 21, 1957.

## CORRECTION

Supplement #2, ONTARIO PLANNING - October, 1956, issue - page 4 - please change the date that the National Housing Act 1954 was re-enacted from May 6, 1956 to May 16, 1956.

### ONTARIO PLANNING - SUBSCRIPTIONS

Subscriptions to ONTARIO PLANNING are available at \$1.50 for 10 issues a year. Cheques should be made payable to the Treasurer of Ontario, Department of Planning and Development, 454 University Avenue, Toronto. Single copies are available at 25¢ each.

### SUBURBAN GROWTH OF METROPOLITAN AREAS

To meet a demand for an early breakdown of the population of Census metropolitan areas, the Bureau has issued a seventh bulletin bringing together preliminary figures of the 1956 Census of population for the city proper and surrounding communities of the 15 Canadian cities with the largest metropolitan area populations.

In addition, the bulletin includes similar figures for 19 other cities which have adjacent communities with urban characteristics, and where the population of the central city is generally between 25,000 and 50,000. These localities, termed in the report as "other major urban areas", possess the characteristics of census metropolitan areas, although in most cases the cities are smaller in size.



With three exceptions, the bulletin shows, the greater part of the growth of the fifteen largest metropolitan area populations between 1951 and 1956 took place outside the boundaries of the city proper and in most cases this increase far exceeded the city proper growth. Exceptions to this general trend were Hamilton, Edmonton and Calgary.

With a metropolitan area increase of 230,435 and a city proper decrease of 13,658, Toronto presents the most marked gains in the growth of metropolitan communities. Largest contributions to the metropolitan area gain were increases of nearly 83,000 in the townships of Scarborough and North York, over 49,000 in Etobicoke and over 15,000 in York.

Montreal's metropolitan area had a population gain of nearly 200,000, the city proper accounting for about 73,000. Out of 47 other municipalities included in the census metropolitan area, gains were recorded for 39, ten having increases from 4,000 to 14,000. The cities of Outremont and Westmount had decreases in the five years and Verdun's population was practically unchanged.

Population of Vancouver, third largest, rose approximately 97,000, the city proper accounting for slightly over 17,000 as against nearly 25,000 for Burnaby, over 15,000 for the municipality of Surrey and over 11,000 for North Vancouver. Winnipeg's gain was nearly 56,000, about 21,000 in the city proper and most of the remaining increase in the municipalities of Fort Garry, East and West Kildonan and St. Vital, and St. James. Next in size, Ottawa had a metropolitan area gain of about 43,000, some 13,000 in the city proper and increases between 5,200 and 5,500 in each of Eastview, Hull, and Gloucester and Nepean townships. Quebec had a metropolitan area increase just over 26,000, about 3,000 in the city proper and the rest spread with few sharp gains among its numerous neighboring communities. Metropolitan gain for Windsor was somewhat over 20,000, less than 700 in the city proper and largest in Sandwich West, Sandwich East and Riverside.

Among the three exceptions, Hamilton's metropolitan gain was above 53,000, the city proper accounting for over 29,000. Edmonton had a metropolitan increase of some 75,000 with the population of the city proper increasing over 64,000. Calgary's metropolitan increase was 55,500 and that of the city nearly 49,000.

As in the case of previous releases, population totals in this seventh bulletin are subject to revision.

Source: Preliminary 1956 Census Totals, Series No. 7, 10¢,  
Dominion Bureau of Statistics, Ottawa, Canada.

(D.B.S. Daily Bulletin,  
November 28, 1956)



MUNICIPAL BOARD RULES AGAINST REJUVENATION OF NON-CONFORMING USE

Of interest to readers of ONTARIO PLANNING, and especially to Committees of Adjustment, are reasons cited by the Ontario Municipal Board in a recent dismissal of an appeal to permit rejuvenation of a non-conforming use.\*

The original application, made by Supertest Petroleum Corporation Ltd. to the Committee of Adjustment of the City of London, was for permission to demolish a gasoline service station - a non-conforming use in an area restricted to multi-family residences - and to replace it with a more up-to-date building, to be used for the same purpose.

The Committee did not grant permission and its decision was then appealed to the Municipal Board by the applicant.

Decision of the Board was, in part, as follows:

"Under Section 18(2)(a)(i) of "The Planning Act, 1955" the powers of a Committee of Adjustment are limited to permit an extension or enlargement of an existing building which is used for a non-conforming purpose provided that the same use is continued but do not include the removal of that building and the substitution of a new building with an increased life expectancy.

Under Section 18(2)(a)(ii) the Committee of Adjustment may permit a change from an existing non-conforming use of land, building or structure to a new non-conforming use that is either similar to or more compatible than the existing use but makes no reference to the enlargement of an existing building or the erection of a new building.

It is considered that as the word "land" is used together with the words "building" and "structure", the reference to "land" should apply only to land on which there are no buildings or structures. The rights of a non-conforming use of a building do not appear to be passed on to the land should that building be removed.

In short, the intent of the above mentioned Section is to provide for non-conforming uses to a limited degree but does not appear to go as far as to permit the rejuvenation of a non-conforming use by the removal of a building and the substitution of a new building either for the same use or for a new non-conforming use.

The Committee of Adjustment decided that under the circumstances it was without jurisdiction. In this the Board concurs. On an appeal, the Board is governed by the same legislation and must therefore find that it has no jurisdiction. The appeal therefore is dismissed."

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\* The purpose and functions of Committees of Adjustment as related to planning were described in the lead article of the July, 1956, issue of ONTARIO PLANNING. Committee powers and basic principles to be considered in dealing with applications concerning non-conforming uses were discussed on pp. 7 and 8.



COMING EVENTS

February 5-6, 1957

Ontario Good Roads Association, Toronto, Canada. Annual Convention, Royal York Hotel. Manager, T.J. Mahony, 269 Parkdale Ave. North, Hamilton, Ontario. Secretary, W. Scott McKay, 348 Talbot Street, St. Thomas.

February 6, 1957

Ontario Road Builders Association, Toronto, Canada. Annual Luncheon, Royal York Hotel. Manager, W.M. Philpott, 39 Isabella St., Toronto, Ontario.

March 17-21, 1957

American Society of Planning Officials, San Francisco, Calif. Annual Convention, Sheraton Palace. Executive Director, Dennis O'Harrow, 1313 East 60th Street, Chicago 37, Ill.

March 21-23, 1957

American Society for Public Administration, Chicago, Ill. Annual Convention, Hotel Sherman. Secretary-Treasurer, Miss Laverne Burchfield, 1313 East 60th Street, Chicago 37, Ill.

April 23-25, 1957

Canadian Highway Safety Conference, Quebec City, Que. Annual Meeting, Chateau Frontenac Hotel, Quebec. General Manager, W. Arch. Bryce, 272 Somerset Street West, Ottawa, Canada.

September 23-27, 1957

Institute of Traffic Engineers, Annual Meeting, Statler Hotel, Detroit, Michigan. Contact ITE, 2029 K Street N.W., Washington, D.C.

September 25-27, 1957

Canadian Good Roads Association, Saskatoon, Sask. Annual Convention, Bessborough Hotel, Saskatoon, Sask. Managing Director, C.W. Gilchrist, 270 MacLaren Street, Ottawa 4, Canada.



BRIEFLY NOTED

Planning Areas ..... The Minister defined the following single independent planning areas: - Township of Hamilton Planning Area and the Bancroft Planning Area (Village of Bancroft).

Planning Board - Secretaries ..... The following changes for the position of planning board secretary were noted during October, November and December: - Mr. L.J. Mailloux (Twp. of Anderdon); Miss Vivian Bazan (Town of Dryden); Miss Doris Stager (Hespeler and Suburban); Mr. Gordon Mason (Innisfil Twp.); Mr. A.M. Hewitt (Village of Bancroft).

Planning Board - Members ..... Recent appointments and approvals of membership to planning boards are as follows: - Mr. W.G. Hamilton (South Dumfries); Messrs. Charles Evans, Thomas Beneteau, Fred Pettypiece (Chairman), John Turnbull, Ross Riddell, and Frank Galipeau (Anderdon); Messrs. Chas. E. Burison (Chairman), Arthur Jamieson, Jack Ball, Bruce Eagleson, and Len Holaway (Twp. of Hamilton); Messrs. F.W. Warner (Chairman), Grant Laundry (Vice-Chairman), T.M. Potter, Wilson Salter, Herman Humphrey, and O.E. Tallman (Secretary-Treasurer) (Twp. of Clinton); Messrs. J.S. Hattin (Chairman), J.A. Ayres (Vice-Chairman), D.S. Stoughton, T.W. Tryon, C.H. Broad, J.N. Brown, A.M. Hewitt (Secretary-Treasurer) (Village of Bancroft).

Committee of Adjustment - Secretary ..... Mr. R.E.P. Serena is Secretary-Treasurer of the newly appointed committee of adjustment for the Town of Burlington; Mr. E.J. Engelmann has now been confirmed in his appointment as Secretary-Treasurer of the Committee of Adjustment for the City of Windsor.

COMMUNITY PLANNING BRANCH STAFF INCREASED DURING 1956

Twelve persons were added to the planning staff of the Community Planning Branch between April 1 and December 1, 1956. Allowing for resignations and transfers out of the Branch, this was a net increase of seven persons, reflecting the expansion and improvement of administrative and other services maintained by the Branch.

An appointment of interest in the light of the Branch's concern with redevelopment is that of J.F. Brown, formerly supervisor of rental housing with the Housing Branch of the Department of Planning and Development. On December 15, 1956, Mr. Brown joined the Community Planning Branch as a planner, bringing with him a considerable knowledge of and experience with urban renewal. A graduate of the School of Social Work



and of the planning course at the University of Toronto, Mr. Brown had been with the Housing Branch for approximately four and a half years. In addition to being supervisor of rental housing, he was also responsible for housing research and development. He served as secretary to the Joint Advisory Committee which produced the report on the redevelopment of Regent Park South in Toronto and was in charge of organizing the re-location program in connection with this project, now being carried on by the staff of the Metropolitan Toronto Housing Authority. Mr. Brown has also assisted the City of Kingston in preparing a social survey for a redevelopment project under guidance of the local planning board.

Other appointments to the Branch included:

#### Zoning Section

Carl Altenburg. A German-trained planner who came to Canada after the war, Mr. Altenburg was employed as a senior planner with the City of Regina in Saskatchewan before coming to Ontario. His experience in Germany included employment as an assistant with the Faculty of Town and Rural Planning of the University of Berlin; as a planner with the Town and Rural Planning Department, Province of Brandenburg, Metropolitan Berlin Planning Region; and as a specialist in industrial planning with the eastern German Province of Posen, where he helped plan for the re-location of West German industry to avoid allied bombing.

Murray Macklin. A graduate of Ontario Agricultural College (1935) and of the planning course at the University of Toronto (1956), Mr. Macklin has had 17 years experience as a farmer in Scarborough. Before taking the planning course, he served one term (1954) as a member of the Scarborough Township Council and Planning Board.

#### Official Plan Section

William E. Thomson. Mr. Thomson is a graduate in Urban Geography of McMaster University and of Indiana University, where he obtained his M.A. degree, and has completed course work towards a doctorate at the University of Chicago. Prior to joining the Branch, he was employed on land use research with the Hamilton-Wentworth Planning Board.

John Dusanj. From British Columbia, where he was employed in real estate, Mr. Dusanj is a graduate in political science of the University of British Columbia.

#### Area Research

Anthony M. Holmes. A geologist by profession, Mr. Holmes came to Ontario from South Africa, where he obtained his degrees of B.Sc. and M.Sc. in Geology at Cape Town University.



### Drafting and Design Section

Five new members of this section are A.J. Eaton, design draftsman, and William Steenveld, Helene Chouinard, G.D. Cameron, and Tom Laccohee, draftsmen. Mr. Eaton comes from Birmingham, England; Mr. Steenveld from Holland, and Miss Chouinard from St. Pamphile, Quebec. Mr. Cameron and Mr. Laccohee were both previously employed with the Conservation Branch of the Department of Planning and Development.

### Subdivision Statistics and Research

Mrs. John G. Reid. A graduate in Geography of Carleton College, Ottawa, Mrs. Reid was employed with the Dominion Government Department of Mines and Technical Surveys before joining the Branch.

### UNIVERSITY EXTENSION COURSE IN URBAN PROBLEMS STARTS JANUARY 15, AT UNIVERSITY OF TORONTO.

"URBANIZATION", a series of twelve weekly lectures dealing with urban problems, will commence 7.30 p.m. Tuesday, January 15 at the University of Toronto.

Intended primarily for persons concerned with real property values and property management, the course is sponsored by the Ontario Real Estate Boards, the Toronto Real Estate Board, the Appraisal Institute of Canada (Toronto chapter) and the Society of Residential Appraisers (Toronto chapter).

The subject will be discussed during the various lectures from the points of view of economics, real estate, law, community planning and sociology.

Lecturers will include: J.I. Stewart, Barrister-at-Law, Appraisal and Mortgage Manager, Shortill and Hodgkins Ltd.; Professor A.B. Weston, Faculty of Law, University of Toronto; Professor J.B. Milner, Faculty of Law, University of Toronto; Professor A. Rose, School of Social Work, University of Toronto; Hans Blumenfeld, Assistant Director, Metropolitan Toronto Planning Board; Professor G.A.P. Carrothers, Division of Town and Regional Planning, School of Architecture, University of Toronto; Professor Gordon Stephenson, Head, Division of Town and Regional Planning, School of Architecture, University of Toronto.

Fee for the course is \$18.00. Further information and application forms may be obtained from The Director, University Extension, 65 St. George Street, Toronto.

### SUPPLEMENT

Attached as a supplement to this issue of ONTARIO PLANNING is a bibliography on urban renewal.



# DEPARTMENT OF PLANNING AND DEVELOPMENT

HON. W. M. NICKLE, MINISTER

454 UNIVERSITY AVENUE  
TORONTO 2, ONTARIO

## ONTARIO PLANNING

### COMMUNITY PLANNING BRANCH

A.L.S. NASH, DIRECTOR  
A.E.K. BUNNELL, CONSULTANT

Vol. 3, No. 10

1956

### ONTARIO PLANNING NEWSLETTER

#### THE ANNUAL REPORT

What did you do last year?

How did your activities last year  
differ from previous years?

What are your plans for the future?

To answer these questions is, it would seem to us, the main purpose of any annual report.

In fact, from this point of view, there isn't so very much difference between one annual report and another, whether the agency reporting happens to be a bank or an industrial corporation or a planning board - or even a branch or department of government. Granted, some annual reports are a good deal more colourful to look at - and more costly to publish - than others. Even on the score of general appearance, though, there's a considerable similarity. Nearly all, for one reason or another, seem to find the printed word along inadequate to convey their message and in need of supplementing by statistical tables, graphs and other forms of illustration.

We're no exception.

However, it still seems to us that the task of an organization such as the Community Planning Branch in furnishing answers to these annual questions differs somewhat from that of other agencies.





For one thing, the activities on which the Branch reports are obviously not strictly and exclusively Branch activities. During 1956, for example, 11 new official plans were approved by the Minister. Each of these plans represented a different set of local conditions, existing and contemplated. Some were undoubtedly sounder-based documents, affording a more realistic guide to community development, than others. Nevertheless, each represented a significant investment in the future of a community by that community. Each involved, in addition to the presentation itself and the necessary preliminary studies, deliberations and decisions on the part of the planning board, council and other local authorities with far-reaching implications for the community. Each also involved - or should have involved - through public meetings, discussion and published information, the participation and co-operation of residents of the area in what is, after all, their plan. In each case, - and here's where we came in - the role of the Branch was to encourage, to study, to comment, to advise, to consult, to suggest, to discuss with governmental and other public agencies affected, and finally, to recommend approval; in short planning administration. And this administrative role is still the major role of the Branch, in regard to official plans and the various other provisions of the Planning Act concerning subdivisions, zoning and other matters. Any report on the administrative activities of the Branch is thus a report also of joint activity on the part of municipalities, of the Branch itself and of other departments of government with which the Branch co-operates.

### Quantity and Quality

A second point worth noting here is that the language of annual reports tends to be quantitative; that is, the questions answered are, by and large, "how many" and "how much", rather than "of what sort" and "why". To a considerable extent, this is true of the report presented in this issue of ONTARIO PLANNING. A reason for this is that in order to report on a whole year's activities, it is necessary to summarize; and the readiest - and sometimes, it seems, the only - way to summarize is to be quantitative. However, it is apparent that in the field of community planning, as elsewhere, "how many" and "how much" tell only half the story. It's an important half, but still only half. And this is a fact that can sometimes be lost sight of in an array of figures - especially if either reader or writer are inclined to assume, perhaps unconsciously, that large numbers are somehow better than small ones. Which, of course, is not necessarily so, whether in regard to plans of subdivision or to various other matters inside and outside the field of planning. As a rule, in ONTARIO PLANNING, we try to present both halves of the story, with the emphasis, usually, on the qualitative side - on the why's and how's of planning.

To sum up, then, we hope the report presented in this issue will be of interest and that it will be understood, both quantitatively and qualitatively, as a record of the continued growth of planning at the local community level throughout the Province, as well as a record of Branch activities.



## COMMUNITY PLANNING BRANCH ACTIVITY IN 1956

The year 1956 saw substantial increases in both the volume and scope of work carried on by the Community Planning Branch.

Increases were recorded in nearly all phases of planning administration, reflecting the continued development of planning programs in communities throughout the Province. Also increased was the extent of planning promotional, educational and consultative services maintained by the Branch.

A new project of considerable interest and significance initiated during the year was a comprehensive planning study of an area adjacent to the St. Lawrence Seaway and Power Project, which, it is hoped, will be the first in a series of regional studies of key development areas of the Province to be undertaken by the Branch.

These various aspects of Branch activity in 1956 are summarized under appropriate headings in the following pages. Tables and graphs permitting detailed comparison with previous years are presented, as noted, in the appendix to this issue.

### PLANNING ADMINISTRATION

#### Planning Areas

There was a net increase of 35 planning areas during the year, of which nearly all were single independent and only one, joint. This brought the total number of planning areas in existence at the end of December, 1956, to 248, containing in all some 328 municipalities. Of these planning areas, 43 were joint, and included, in whole or in part, a total of 167 municipalities. (See Table 1, Graphs a,b,c, Number of Planning Areas by Year and Type and Number of Municipalities Included Within Planning Areas.)

Official Plans Eleven official plans were approved in 1956, compared with 6 in 1955, making the total in effect at the end of the year 69. Amendments to official plans approved in 1956 totalled 119, compared with 79 in 1955. A list of all planning areas with official plans approved under The Planning Act, 1955, as of Dec. 31, 1956, is contained in the appendix. (See pages x-xi ) Plans approved during 1956 are asterisked. (See also Tables 2, 3, and 4 Number of Official Plans Approved, By Years; Number of Applications For Approval; and Applications for Approval Or For Reference To The O.M.B. Of Proposed Official Plans Or Amendments; also Graph (d) on Table 2.)





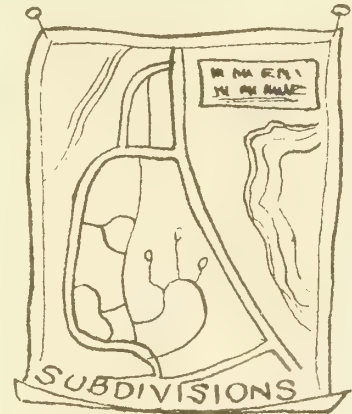
### Areas of Subdivision Control

There were 86 by-laws creating areas of subdivision control lodged with the Branch during 1956. At the end of the year, areas of subdivision control had been established in a total of 217 municipalities, including 21 cities, 44 towns, 32 villages, 115 townships, 5 improvement districts, and a park commission.

### Plans of Subdivision

The number of plans of subdivision submitted for approval in 1956 was 1168 - a drop of 59 from the previous year's total. At the end of the first half of 1956 the number of subdivision applications submitted was almost 10 per cent higher than at the same point in 1955. During the second half of the year, however, applications fell off sharply, with a drop of 35% in the final quarter. A similar drop was noted also in the last quarter in the case of draft approvals, although total draft approvals for the two years were approximately the same. \*

(See Tables 5 and 6, Approval of Plans of Subdivision, and Subdivisions by Quarters, 1955-1956; also graphs e, f, g, and h.)



### Sales and Purchases of Public Land under Section 26(7) and (8) of The Planning Act (1955)

Thirty-seven applications by municipalities to sell land acquired for public purposes pursuant to Section 26(5), involving 79 parcels valued at \$259,000, were approved. Twelve applications were approved for the purchase out of the proceeds of such sales of 21 parcels valued at \$176,000. Applications for approval of both sales and purchases were higher than in 1955.

(See Table 7, Number of Approvals under S.26(7) and (8).)

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\* Note: A statistical summary of subdivision activity for the first three quarters of 1956 and 1955, based on plans approved in final and showing total numbers of lots created in the various proposed land use categories and acreages involved, was contained in the November issue of ONTARIO PLANNING. Complete figures for the year will be published shortly. It should be noted that since plans vary in size, a drop or an increase in the number of plans does not necessarily indicate a closely corresponding change in the total acreage and number of lots involved. Although the number of plans approved in final during the first three quarters of 1956 was slightly less than in the same period in 1955, the total acreage and number of residential lots contained in the 1956 plans was substantially higher. (See November issue.) However, the sizeable drop in new applications during the final quarter of 1956, which has continued on through January, 1957, might be expected to be reflected during 1957 in some decline in total final plan acreages and lots.



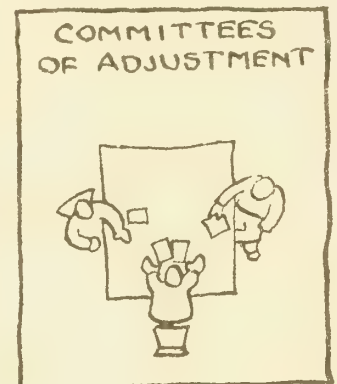
### Restricted Area (Zoning) By-laws

The Branch assists municipalities in the preparation of restricted area or zoning by-laws passed under Section 390 of The Municipal Act, and comments to the Municipal Board concerning their relationship with official plans. During 1956, 795 by-laws were reviewed for comment to the Board. Of these, 27 were by-laws zoning all of the municipality ("overall"); 110 zoning part of a municipality ("partial"); 618 amending by-laws and 40 appeals to the Ontario Municipal Board in regard to proposed amendments, pursuant to Section 390(17). Comments were made directly to the municipalities concerned in the case of some 50 by-laws and consultations concerning zoning proposals were held with an equal number of municipalities.

(See Appendix, Table 8, Restricted Area By-laws; also Graph i)

### Committees of Adjustment

There were 33 committees of adjustment in operation at the end of 1956.- an increase of seven during 1956. Municipalities establishing committees during the year included: City of Sault Ste. Marie; Towns of Brampton, Brockville, Burlington, Dunnville; Village of Pickering; and the Township of Trafalgar. The number of committee decisions reviewed in 1956 was 1381, an increase of 139 over 1955. (See Table 9, Number of Municipalities with Committees of Adjustment; Graph i, Number of Decisions.)



### PROMOTION OF PLANNING AND ASSISTANCE TO LOCAL PLANNING AUTHORITIES

One of the important tasks of the Community Planning Branch is to help acquaint municipal authorities and the public generally with the advantages of planned development and the means available to accomplish this end. These promotional and educational functions are carried on in four main ways at present: by office consultation and visits, field liaison, conferences and publications.

### Consultations and Visits

Consultations between staff of the various sections of the Branch and municipal officials are carried on day to day and every day, and are increasing in number and usefulness. In addition, members of the staff of each section are available to visit local planning boards to discuss with them specific problems encountered in their work.



### Field Liaison

The Branch's regular field liaison service continued through its second year of operation during 1956, with the field liaison officer making 43 trips and meeting locally with representatives of 239 municipalities.

### Area Conferences

The Branch participated in five area-based "Workshop" planning conferences during the year in various parts of the Province. In all, 175 representatives of 42 municipalities attended meetings held in Stratford, Woodstock, Orangeville, Chatham and Peterborough. (A detailed report of a similar meeting held in January, 1957, for municipalities of the Sudbury area, outlining the methods used, is presented elsewhere in this issue of ONTARIO PLANNING.)



### Publications

Production and distribution of a number of publications was continued during the year, including, in addition to ONTARIO PLANNING, consolidations of The Planning Act (1955), directories of planning boards and summaries of legislation. Also distributed were some publications from other sources, including "Urban Renewal", a report of a re-development study for the City of Toronto undertaken by a committee comprising representatives of the City, CMHC and the Department of Planning and Development.

### BRANCH PROJECTS

#### St. Lawrence Regional Study

With the acquisition of additional staff in 1956, the Branch has undertaken a broad-scale planning survey of the South-Eastern portion of the Province adjacent to the St. Lawrence Seaway and Power Project. The survey covers an area extending from the Quebec border east to Prescott and back from the river some 10 to 12 miles. It will chart the rate and form of past development; existing and proposed transportation facilities; land capabilities for urban and rural use; population characteristics; employment trends; existing educational and recreational facilities; and other factors. The first of its kind to be undertaken by the Branch, the study will provide a wealth of inter-related inform-



ation about the area. It is expected that this material will be of considerable use, both to the Branch in carrying out its administrative functions, such as designation of planning areas and the approval of official plans and plans of subdivision, and to the communities of the area as an aid in planning for their own futures, as well as to other Provincial agencies concerned with development.

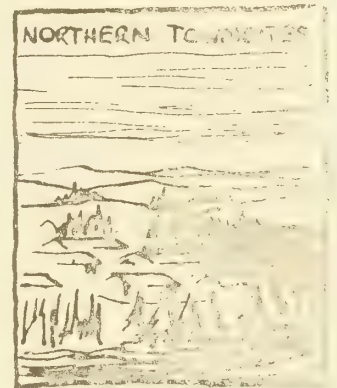
Although initiated by the Branch, the study involves the assistance of other Branches of the Department of Planning and Development and of other Departments of the Provincial and Federal Governments.

It is hoped that this first regional study will be followed by others of other parts of the Province.

### New Towns

Under the direction of the cabinet and administrative subcommittees on townsites the Branch has continued in its role as the agency responsible for planning the development of Manitouwadge, Elliot Lake, Cardiff and other new towns associated with primary industry in Northern Ontario.

In Manitouwadge, a townsite established to serve the population attendant upon base metal mining developments north of Marathon in the Thunder Bay district, the first residential neighbourhood containing about 200 houses was completed in 1956 and is now almost fully occupied. The second neighbourhood is about half completed. In the central commercial area, a department store, bank, drugstore and 25-room hotel are in operation.



At Elliot Lake, planned as the urban centre for one of the world's largest uranium mining areas, roads and municipal services have been installed in the first neighbourhood and about 350 houses are under construction. Design of the second and third neighbourhoods and of the central commercial area was completed during 1956. A 12-room elementary school is nearing completion and also a 35-room hotel. Also under construction are a large department store and two banks. At the end of 1956, full municipal services had been provided to approximately 500 residential lots, with immediate servicing in prospect for a further 500 lots and the central commercial area before Summer, 1957. It is possible that the population of this fastgrowing community will exceed 11,000 during 1957.

At Cardiff Townsite, near the Bancroft group of uranium mines, a plan for a community of from 2,000 to 3,000 has been prepared. Plans of the first development area containing 300 lots have been registered and plans are being prepared for a second residential neighbourhood and shopping area. Municipal services are being installed and 250 houses are under construction.



Each of these projects has presented a unique challenge to meet not only the pressing demand for accommodation, but also to create in the wilderness the framework for permanent, stable communities, capable of orderly growth and designed to attract and hold the best of the working force.

### CONCLUSION

The foregoing review of Branch activities in 1956 shows mainly a general quantitative expansion of the work of the Branch, reflecting the increased number and activity of local planning boards. The day-to-day work of the Branch reveals also a continuing improvement in the quality of many aspects of planning at the local level, from official plans to plans of subdivision.

As the planning situation develops and changes, new needs emerge or become apparent and the role of the Branch is subject to continuous examination and evaluation in the light of these demands.

The experience of local planning boards, both single independent and joint, points up increasingly the difficulties in attempting to plan for smaller areas without sufficient knowledge of the larger areas of which they form a part. These difficulties are now being met at the local level in various parts of the Province by the creation of larger planning areas, approximating in extent the true community. It is hoped that further Branch studies, similar to that presently being made of the Seaway area, will, in this regard, prove effective contributions to sound planning at the community level.

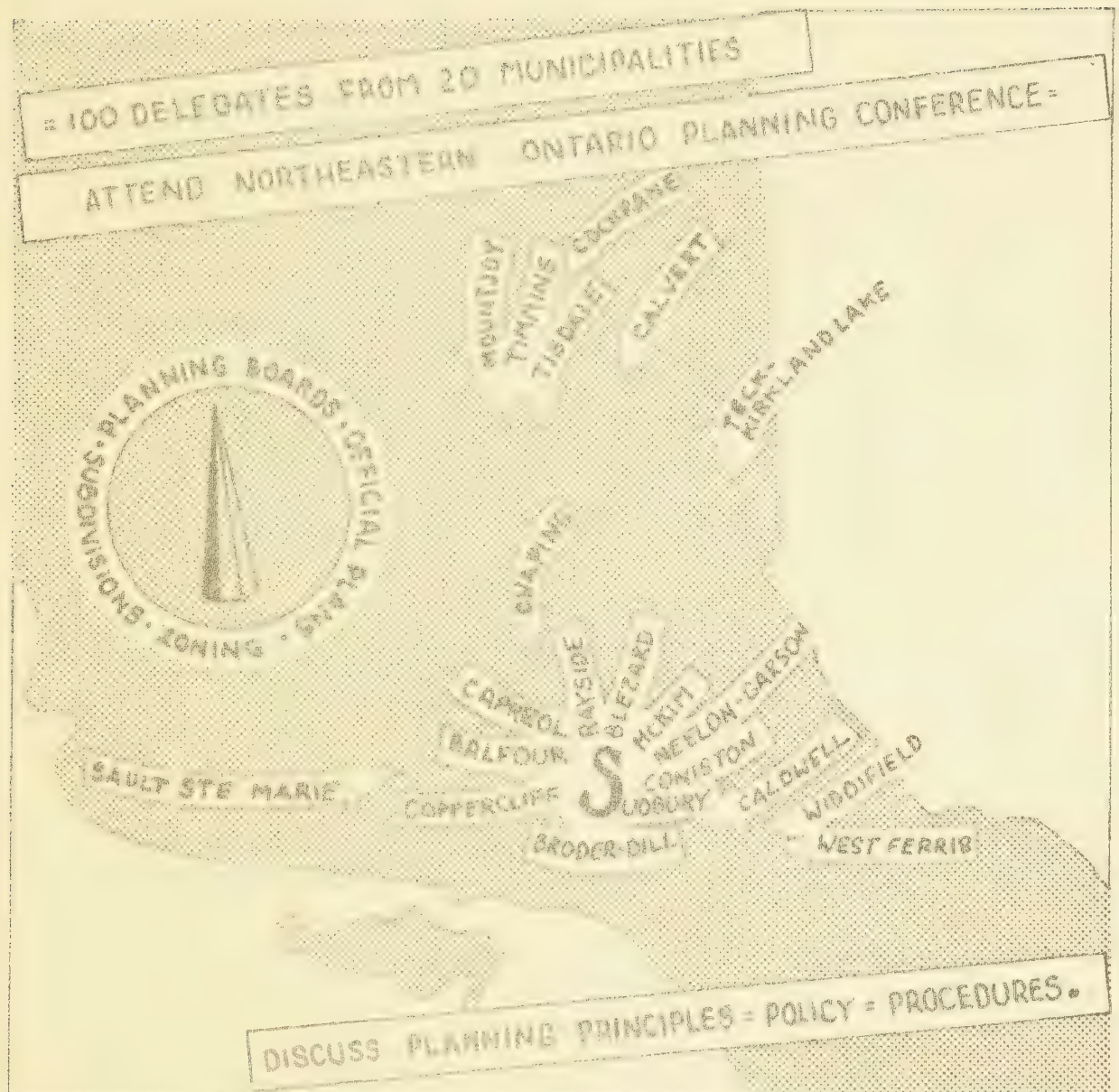
### ONTARIO PLANNING - SUBSCRIPTIONS

ONTARIO PLANNING is still available at a subscription rate of \$1.50 for 10 issues a year. Any one person or group ordering more than four subscriptions per year will receive those subscriptions above four at a \$1.00 rate.

Back copies of ONTARIO PLANNING are available at the above subscription rates, and single copies may be obtained for 25¢ each.

Cheques should be made payable to the Treasurer of Ontario, Dept. of Planning and Development, 454 University Avenue, Toronto, Ontario.

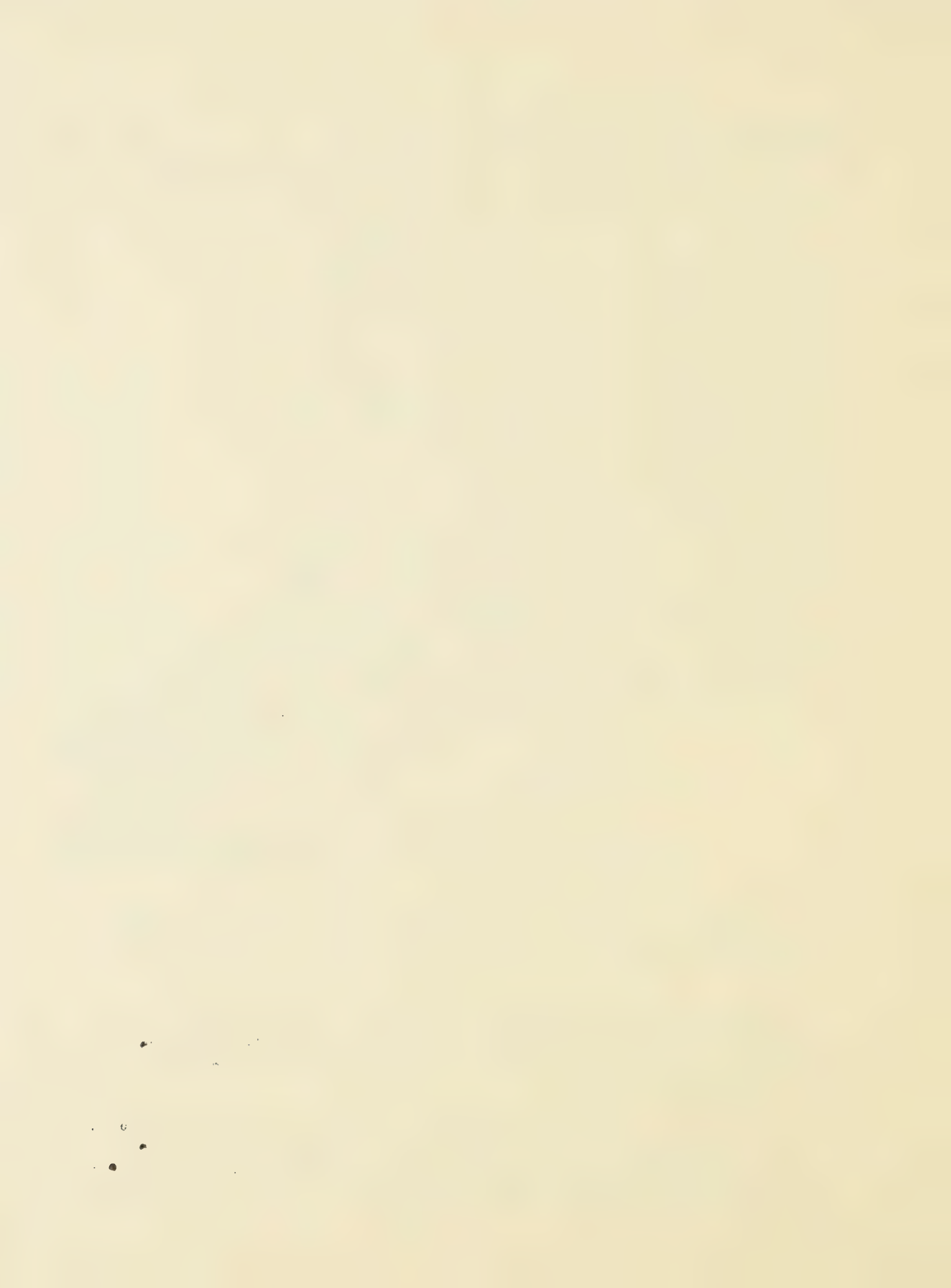




Problems of urban growth in Northeastern Ontario were the subject of a planning conference held Wednesday and Thursday, January 16 and 17, in Sudbury.

Participating in discussions with a visiting team of Community Planning Branch officials were representatives of the councils and planning boards of some 20 municipalities in an area extending east from Sault Ste. Marie through Sudbury to West Ferris and north to Timmins and Kirkland Lake.

In all, more than 100 delegates registered for conference sessions. Acting as hosts were the City of Sudbury, the adjoining Townships of Neelon and Garson and the Sudbury Area Planning Committee. General conference chairman was Dalton Young, chairman of the Area Planning Committee and of the Neelon and Garson Planning Board.



Organized around "workshop" or study group discussions, the conference was similar in aims and procedure to a series of such meetings throughout the Province in which the Branch has taken an active part during the past two years.

#### Panel Presentation followed by Group Discussion

Sessions opened 8 p.m. Wednesday with a panel presentation by the Branch team on planning procedures and policy. Composition and definition of planning areas was discussed by D.F. Taylor, who also acted as panel chairman; appointment, structure and responsibilities of planning boards, by John Pearson; purpose, presentation and implementation of official plans, by Roger Roberts; zoning, as related to the official plan, staging of development and the different functions of the Branch and the Ontario Municipal Board, by Martin Sinclair; subdivision control and approval by Kunio Hidaka.

Following the panel presentation, delegates were invited to split up into three study groups. Each group was asked to submit questions for discussion. In all, some 45 queries were elicited, on topics ranging from the nature of co-operation between planning board and council to technical considerations, such as desirable yard requirements.

With some eliminations to avoid duplication, and as few changes in wording as possible, the questions received from each group were combined and compiled by the Branch representatives for discussion the following day under two main headings - Planning Procedure and Policy and Planning Principles.

When the groups re-assembled Thursday morning, each participant received a complete list of all the questions, including those submitted by the two other groups, as well as his own. Questions concerning policy and procedure were dealt with in the morning session and those on planning principles, in the afternoon session, following a second panel presentation.

#### Local Problems Considered

Some of the more unique problems faced by the area, compared with other parts of the Province, emerged in the questions and in the ensuing discussion. These included the implementation of planning controls - specifically, subdivision control - in areas with no municipal organization, such as Broder and Dill Townships; the procedure to be followed by a municipality wishing to develop mining lands acquired through tax sale; the special problems involved in attempting to attract and provide for new industry in what have been largely single industry municipalities; and, more generally, the problems posed by topography and extreme climatic conditions in connection with the provision of services such as water, sewage disposal and transportation.



## Special Interviews

Representatives of the various municipalities were given the opportunity of meeting with Branch officials apart from regular sessions in order to discuss specific local planning matters. Nine municipalities took advantage of these "planning clinic" sessions, including, in addition to the City of Sudbury and the Sudbury Planning Area Committee, the City of Sault Ste. Marie; the Townships of McKim, Neelon and Garson, Rayside, Widdifield, West Ferris and Caldwell; and the Improvement District of Onaping.

## Sudbury Area Planning Committee

Work undertaken by the Sudbury Area Planning Committee and problems now faced were outlined by area planner Arnold Faintuck in one such interview attended by committee members and the Branch team. The committee was formed approximately a year and a half ago to provide a basis on which the individual planning boards of the three municipalities - the City of Sudbury and the Townships of McKim and Neelon and Garson - could work together to plan for the area. As described by one committee member, the committee is a "loose marriage" chosen as an alternative to attempting to revive the joint area planning board established some years ago pursuant to the Planning Act. Membership is on an equal representation basis, with two members from each of the three single independent boards. Chairmanship of the committee is rotated every four months.

On a budget subscribed on a 50 (Sudbury) 25-25 (Townships) basis, the committee has established a central office in Sudbury and retained Mr. Faintuck as area planner, together with a small technical staff. Work accomplished to date includes an existing land use survey of the area and acquisition of contour and aerial survey maps. A temporary ("freezing") zoning by-law for Sudbury is now being prepared and it is hoped to complete shortly an official plan, on which a more comprehensive zoning by-law can be based.

Questions discussed with Branch representatives included the extent of the area to be covered by the proposed official plan, as related to zoning; the various possible methods of establishing control of street approaches to building lands (by zoning, agreement and negotiation with subdivider and by plan of subdivision with bordering one-foot reserves deeded to the municipality); means of coping with problems of poor road access and other obstacles to good development resulting from house locations and land sales without registration; subdivision control in unorganized municipalities; control of strip and shack development.

An economic base study of the area was described by Mr. Faintuck as one of the most pressing needs in connection with planning for the area.



Local planning representatives commented on the extensive and favorable coverage given to planning activities by local press, radio and television, including the publicity given in a special supplement of the Sudbury Star to the proposed master plan for the area, prepared by Mr. Faintuck and Oryst Sawchuk two years ago as a thesis for their M.A. degrees at the University of Manitoba. Publicity, they felt, was an important aid in the implementation of any planning program.

#### Luncheon Address - Role of The Planning Board

A review of planning achievements in a Southern Ontario municipality was presented Thursday in a luncheon address by Dr. E.G. Pleva, chairman of the London Township Planning Board and head of the Department of Geography at the University of Western Ontario.

"You must recognize that your township is just a part of a much greater area", Dr. Pleva said. "You must plan so that whatever you do fits into the pattern for the larger area - the true community".

He likened area planning to a game, in which "the rules are written by the legislature" and the various government administrative agencies act as "coach and referees".

The job of the planning board, he said, was first, to "use the legislation we have" to initiate and implement planning, and, second, to consider possible amendments to that legislation.

As an illustration of the complexity of the planning board's role, Dr. Pleva said his board at present consulted and discussed development proposals with a total of some 12 local advisory committees in order to be sure that such proposals properly fitted in with all major aspects of community organization and development. In order to speed up consultations, a two week dead line is set for replies and comments.

Concluding sessions of the conference Thursday afternoon, following completion of group discussion of the listed questions, were devoted chiefly to a panel on joint area planning, comprising Emile Clement, councillor and planning board member from the Town of Timmins; Peter Semler, McKim Township Planning Board; Claude Elliot, chairman, Sault Ste. Marie and Suburban Planning Board; and W. Brown, chairman, West Ferris Planning Board; followed by an open "What's your question" session.

In the panel on joint planning, each of the speakers gave a brief outline of planning and development within his own municipality, in which the need for consideration of problems on an area basis was recognized.

The conference closed with a dinner tendered to delegates and visitors by the host municipalities.



### R. NORMAN DRYDEN

Community Planning Branch staff and others associated with planning elsewhere in the Province were saddened to learn of the death recently of R. Norman Dryden, well known Western Ontario town planning consultant and landscape architect.

Born in Acton in 1904, Mr. Dryden attended schools in Guelph. He was a graduate of Cornell University, where he received his professional training in landscape architecture and town planning.

A partner in the firm of Dryden and Smith, town planning consultants with offices in Kitchener, Mr. Dryden was perhaps best known for his work in preparing plans and zoning by-laws for municipalities of that area, including the City of Guelph, the City of Kitchener, City and Township of Waterloo, City of Chatham, and the Towns of Preston, Hespeler, Collingwood and Thorold. He was also associated with Professor A.P.C. Adams on in the design of Seaway parks for the Ontario St. Lawrence Development Commission.

An active member of the Town Planning Institute of Canada, Mr. Dryden devoted a considerable amount of his time to the work of this professional organization, serving as secretary for three years. He was also a member of the Canadian Society of Landscape Architects; the American Institute of Planners; the Urban Land Institute; and the American Society of Planning Officials.

### HOUSING BRANCH NEWS LETTER AVAILABLE TO READERS OF ONTARIO PLANNING

Copies of the Housing News Letter published by the Housing Branch of the Department of Planning and Development are available regularly free of charge from the Housing Branch, it is announced by W.W. Scott, Director.

The publication appears six times a year. Articles deal with housing matters generally, with emphasis on housing statistics and public housing programs in Ontario and elsewhere.

Major activity of the Housing Branch is its participation on behalf of the Province with the Federal Government, C.M.H.C. and local municipalities in the development of Federal - Provincial Housing projects.



These projects are of two types: Rental Housing, constructed by the Federal - Provincial Partners and administered by local Housing Authorities, and Land Assembly, involving the assembly, subdivision, servicing and sale of land in residential lots at cost to individual buyers.

At the end of 1956, 26 Housing Authorities were in operation in municipalities throughout the Province, administering a total of 1897 rental units, and agreements had been signed covering construction of an additional 1181 in 1957.

On the Land Assembly side, 3280 lots had been sold, 2368 were being developed, and agreements had been signed for the future development of an additional 7279 acres.

Anyone wishing to receive the Housing News Letter should write to:  
W.W. SCOTT, DIRECTOR, HOUSING BRANCH, DEPARTMENT OF PLANNING AND DEVELOPMENT.

#### COMING EVENTS

March 17-21, 1957

American Society of Planning Officials, San Francisco, Calif.  
Annual Convention, Sheraton Palace. Executive Director, Dennis O'Harrow, 1313 East 60th Street, Chicago 37, Ill.

March 21-23, 1957

American Society for Public Administration, Chicago, Ill.  
Annual Convention, Hotel Sherman. Secretary-Treasurer, Miss Laverne Burchfield, 1313 East 60th Street, Chicago 37, Ill.

April 23-25, 1957

Canadian Highway Safety Conference, Quebec City, Que. Annual Meeting, Chateau Frontenac Hotel, Quebec. General Manager, W. Arch. Bryce, 272 Somerset Street West, Ottawa, Canada.

May 7-11, 1957

Association of State Planning and Development Agencies, Louisville, Kentucky. Executive Vice-President, Edmund H. Robertson, 1026 - 17th Street N.W., Washington 6, D.C.



May 31 to June 3, 1957

ONTARIO Conference on Ageing, Toronto.  
Committee on Information and Publicity, 65 St. George Street,  
Toronto 5, Ontario.

September 19, 20, 21, 1957

Town Planning Institute of Canada, Chateau Lac Beauport (near  
Quebec City). Secretary-Treasurer, Hugh T. Lemon, King Edward  
Hotel, Toronto 1, Ontario.

September 23-27, 1957

Institute of Traffic Engineers, Annual Meeting, Statler Hotel,  
Detroit, Michigan. Contact ITE, 2029 K Street N.W., Washington,  
D.C.

September 25-27, 1957

Canadian Good Roads Association, Saskatoon, Sask. Annual Conven-  
tion, Bessborough Hotel, Saskatoon, Sask. Managing Director,  
C.W. Gilchrist, 270 MacLaren Street, Ottawa 4, Canada.

September 30, October 1, 2, 1957

Community Planning Association of Canada, Vancouver, B.C.  
Director, Eric Beecroft, 77 MacLaren Street, Ottawa, Canada.

#### BRIEFLY NOTED

Planning Areas ..... The Minister recently defined the following  
planning areas: - The Listowel Planning Area (Town of Listowel) -  
single independent; the Bosanquet Planning Area (Township of Bosanquet) -  
single independent; and the St. Clair Beach Planning Area (Village of  
St. Clair Beach) - a subsidiary planning area within the Windsor and  
Suburban Planning Area.

Planning Board - Secretary-Treasurers ..... The following changes for  
the position of planning board secretary-treasurer were noted during  
January: - Mr. D.W. Brown (Oakville & Trafalgar); Mr. L.C. Henneberry  
(McKim); Mr. R.E. Corner (Stouffville); Mr. Roger L. Aubrey (Sturgeon  
Falls & Suburban); Mr. Grant M. Blight (Newmarket); Mr. R.G. Parker  
(Neelon & Garson); Mr. William C. Nicholl has been confirmed in his  
appointment as secretary-treasurer of the City of Hamilton Planning Board.



Planning Board - Members ..... Recent appointments and approvals of membership to planning boards are as follows: - Messrs. D.R. McCahill, Chairman, R.W. Dobson, Vice Chairman, (City of Hamilton); Mr. J.W. Coombs, Chairman (Smiths Falls); Mr. James McNulty (Grantham Twp.); Messrs. Sidney Hermant, J.P. Maher, William Harris and Dr. Unsworth Jones (Metro Toronto).

Committees of Adjustment ..... The membership of the newly defined committee of adjustment for the Village of Pickering is as follows: Mr. Bruce A. Hogarth (Secretary-Treasurer), Kenneth J. Cooper, Donald Scott, Michael J. Powers, A. Ross Irwin, and Kenneth J. Thompson, chairman. Mr. George Bendell (Port Arthur). Mrs. P.B. Strader (Smiths Falls).

Notes:

Mr. D.G. Henderson has resigned his post as Planning Director and Secretary-Treasurer of the Fort William Planning Board, effective February 15, 1957. Mr. William Kerr has resigned his post as assistant Planning Director of the North York Planning Board to take up the position of Town Planner of the Municipality of Richmond, Vancouver, B.C.

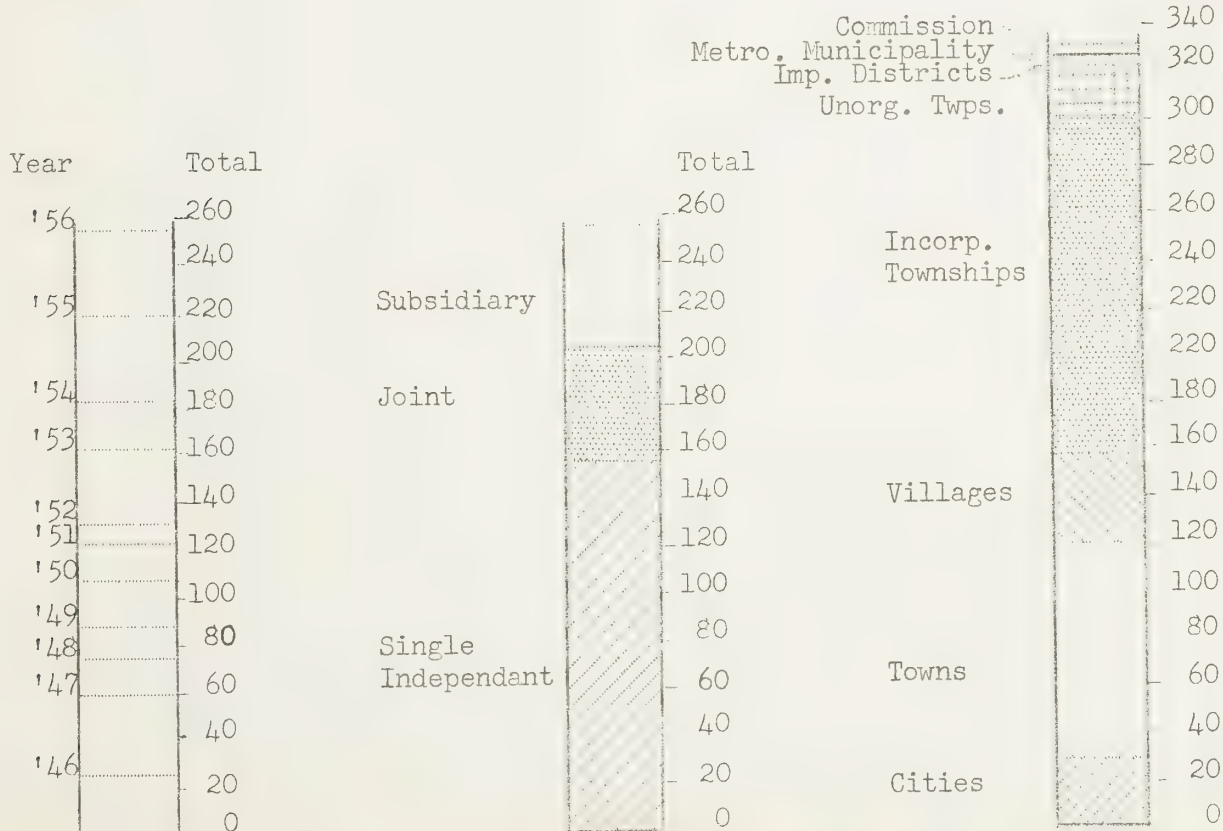
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# APPENDIX

Table 1 - Number of Planning Areas Defined, Altered, or Dissolved - by Years, 1946 to 1956, Inclusive.

| Year   | PLANNING AREAS DEFINED |          |            |           | Planning Areas Altered | Planning Areas Dissolved |
|--------|------------------------|----------|------------|-----------|------------------------|--------------------------|
|        | Single Independent     | Joint    | Subsidiary | Total     |                        |                          |
| 1946   | 11                     | 8        | 4          | 23        | -                      | -                        |
| 1947   | 18                     | 12       | 7          | 37        | -                      | -                        |
| 1948   | 7                      | 5        | 4          | 16        | 1                      | 1                        |
| 1949   | 8                      | 4        | 2          | 14        | -                      | 1                        |
| 1950   | 12                     | 4        | 3          | 19        | 4                      | -                        |
| 1951   | 9                      | 2        | 4          | 15        | 4                      | -                        |
| 1952   | 4                      | 2        | 3          | 9         | 3                      | 1                        |
| 1953   | 18                     | 6        | 6          | 30        | 3                      | 1                        |
| 1954   | 11                     | 2        | 8          | 21        | 3                      | 1                        |
| 1955   | 26                     | -        | 10         | 36        | 1                      | 2                        |
| 1956   | <u>33</u>              | <u>1</u> | <u>2</u>   | <u>36</u> | <u>6</u>               | <u>1</u>                 |
| TOTALS | 157                    | 46       | 53         | 256       | 25                     | 8                        |



Graph a - No. of Planning Areas Defined by Year

Graph b - Breakdown of Planning Areas by Type as of December 31, 1956

Graph c - Municipalities wholly or partly in Planning Areas as of December 31, 1956



TABLE 2 - Number of Official Plans Approved, by Years, 1946-1956

| Year of Approval | Single Independent or Subsidiary Planning Areas |       |           | Joint Planning Areas | Total |
|------------------|---|-------|-----------|----------------------|-------|
|                  | Cities  | Towns | Townships |                      |       |
| 1946             | 1   | -     | -         | -                    | 1     |
| 1947             | -   | -     | -         | -                    | -     |
| 1948             | 3   | 5     | 3         | 4                    | 15    |
| 1949             | 1   | 1     | 1         | 1                    | 4     |
| 1950             | 3   | 3     | 1         | 1                    | 8     |
| 1951             | 2   | 2     | 3         | 1                    | 8     |
| 1952             | 1   | 2     | -         | -                    | 3     |
| 1953             | 4   | 1     | 1         | 2                    | 9     |
| 1954             | 1   | 1     | -         | 1                    | 4     |
| 1955             | -   | 2     | 2         | -                    | 6     |
| 1956             | -   | 3     | 3         | 4                    | 11    |
| TOTALS           | 16  | 20    | 14        | 14                   | 69    |



Graph d - Number of Official Plans Approved by Year



TABLE 3 - Number of Applications for Approval of Official Plans and Amendments thereto finally dealt with, 1955 and 1956.

|  | <u>1955</u> | <u>1956</u> |
|--|-------------|-------------|
| (a) Official Plans approved                    | 6           | 11          |
| (b) Amendments approved                        | 79          | 119         |
| (c) Applications refused or<br>not recommended | 12          | 10          |
| (d) Applications withdrawn<br>or abandoned     | <u>3</u>    | <u>8</u>    |
| TOTALS   | 100         | 148         |

TABLE 4 - Applications for Approval or for Reference to the Municipal Board of proposed Official Plans or Amendments to Official Plans received during 1955 and 1956.

|  | <u>1955</u> | <u>1956</u> |
|--|-------------|-------------|
| (a) Proposed Official Plans  | 11          | 11          |
| (b) Proposed Amendments  | 114         | 152         |
| (c) Applications under s.14(3)<br>of The Planning Act, 1955<br>for reference to Municipal<br>Board | 9           | 6           |
| (d) Applications for reference<br>to Municipal Board under<br>s.29 of The Planning Act,<br>1955    | <u>14</u>   | <u>11</u>   |
| TOTALS   | 148         | 180         |



TABLE 5

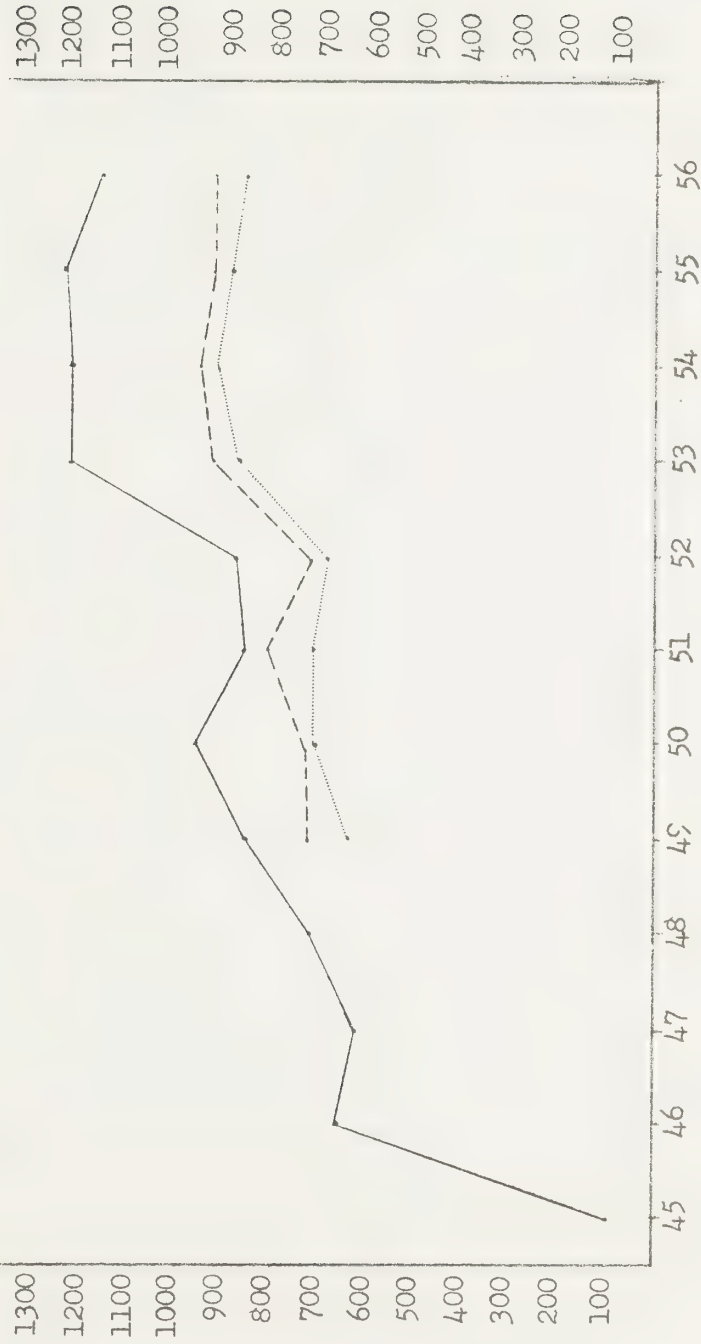
APPROVAL OF PLANS OF SUBDIVISION

(1945 to 1956 incl.)

|  | <u>1945</u> | <u>1946</u> | <u>1947</u> | <u>1948</u>            | <u>1949</u> | <u>1950</u> | <u>1951</u> | <u>1952</u> | <u>1953</u> | <u>1954</u> | <u>1955</u> | <u>1956</u> | <u>Total</u> |
|--|-------------|-------------|-------------|------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Application for approval<br>of draft plans   | 100         | 660         | 618         | 713                    | 865         | 957         | 863         | 888         | 1211        | 1289        | 1227        | 1168        | 10,479       |
| Revised draft plans<br>received  |             |             |             | (from January 1, 1953) |             |             |             |             | 290         | 299         | 427         | 221         | 1,237        |
| Applications withdrawn   |             |             |             | (from January 1, 1949) | 43          | 32          | 87          | 61          | 40          | 23          | 20          | 11          | 317          |
| Draft plans approved   |             |             |             | (from January 1, 1949) | 730         | 728         | 812         | 720         | 924         | 955         | 919         | 918         | 6,706        |
| Approval of draft plans<br>withdrawn   |             |             |             | (from January 1, 1949) | 30          | 13          | 39          | 25          | 6           | 7           | 6           | 7           | 133          |
| Draft plans not approved   |             |             |             | (from January 1, 1949) | 23          | 40          | 56          | 83          | 70          | 80          | 40          | 148         | 540          |
| Final plans approved   |             |             |             | (from January 1, 1949) | 660         | 720         | 708         | 698         | 880         | 921         | 894         | 859         | 6,340        |
| Approval of final plans<br>withdrawn   |             |             |             | (from January 1, 1952) | (1)         | (1)         | (1)         | 4           | 1           | 2           | 1           | 4           | 12           |
| Copies of registered plans<br>received from Registry<br>and Land Titles<br>Offices |             |             |             | (from January 1, 1951) |             |             | 703         | 691         | 818         | 948         | 870         | 865         | 4,895        |



\_\_\_\_\_ Application for Draft Approval  
 - - - - - Draft Plans Approved  
 ..... Final Plans Approved



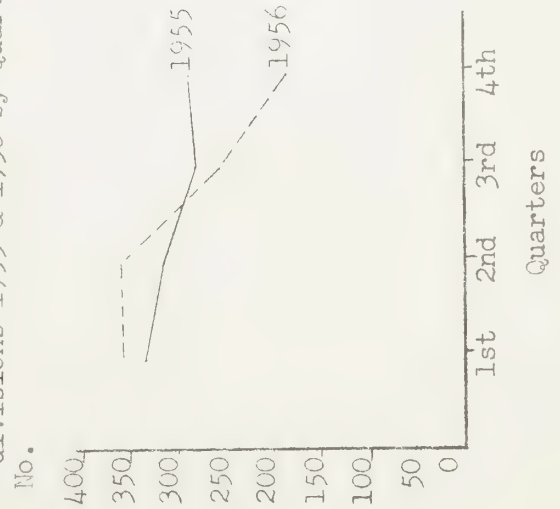
Graph e - Approval of Plans of Subdivision 1945-56 inclusive  
 (In 1945-48 period, statistics only available for applications  
 of draft approval)



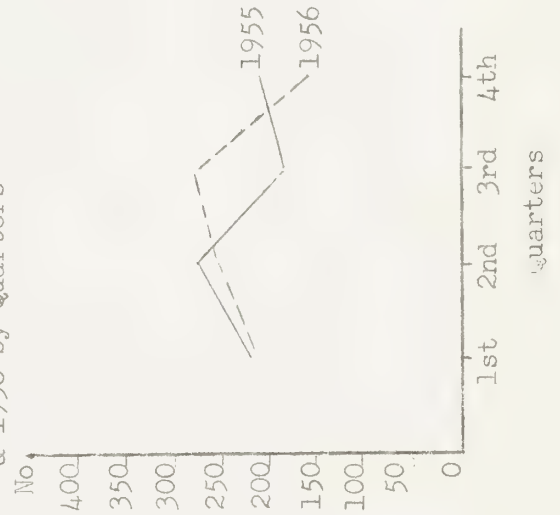
TABLE 6 - Subdivisions by Quarters, 1955 and 1956

|             | Applications |      | Draft Approvals |      | Final Approvals |      |
|-------------|--------------|------|-----------------|------|-----------------|------|
|             | 1955         | 1956 | 1955            | 1956 | 1955            | 1956 |
| 1st Quarter | 336          | 363  | 233             | 221  | 217             | 190  |
| 2nd Quarter | 320          | 362  | 271             | 258  | 247             | 254  |
| 3rd Quarter | 280          | 254  | 192             | 278  | 232             | 230  |
| 4th Quarter | 291          | 189  | 223             | 161  | 198             | 185  |
| TOTAL       | 1227         | 1168 | 919             | 918  | 894             | 859  |

Graph f - No. of Applications for Draft Approval for Plans of Subdivisions 1955 & 1956 by Quarters



Graph g - No. of Draft Approvals for Plans of Subdivisions 1955 & 1956 by Quarters



Graph h - No. of Final Approvals for Plans of Subdivisions 1955 & 1956 by Quarters

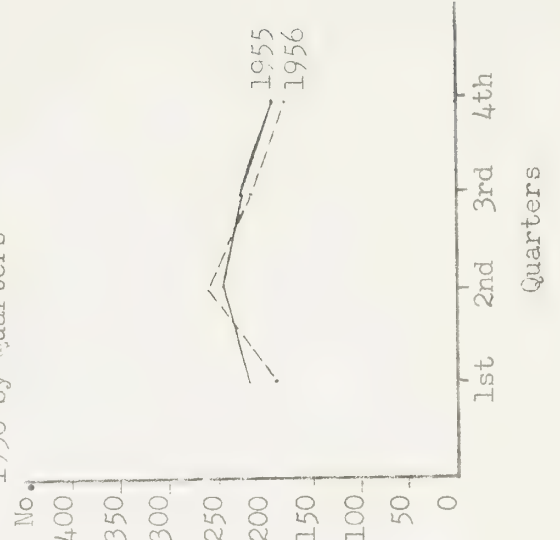




TABLE 7 - Number of approvals under s.26(7) and (8) of  
The Planning Act, 1955, by years, 1952 - 1956

| <u>Year</u> | <u>No. of Approvals<br/>of sales</u> | <u>No. of Approvals<br/>of Expenditures</u> | <u>Total</u> |
|-------------|--------------------------------------|---|--------------|
| 1952        | 4                                    | 1   | 5            |
| 1953        | 10                                   | 4   | 14           |
| 1954        | 31                                   | 7   | 38           |
| 1955        | 33                                   | 9   | 42           |
| 1956        | 37                                   | 12  | 49           |
| TOTALS      | 115                                  | 33  | 148          |



TABLE 8 - RESTRICTED-AREAS ("ZONING") BY-LAWS

(Passed under section 390 of The Municipal Act)

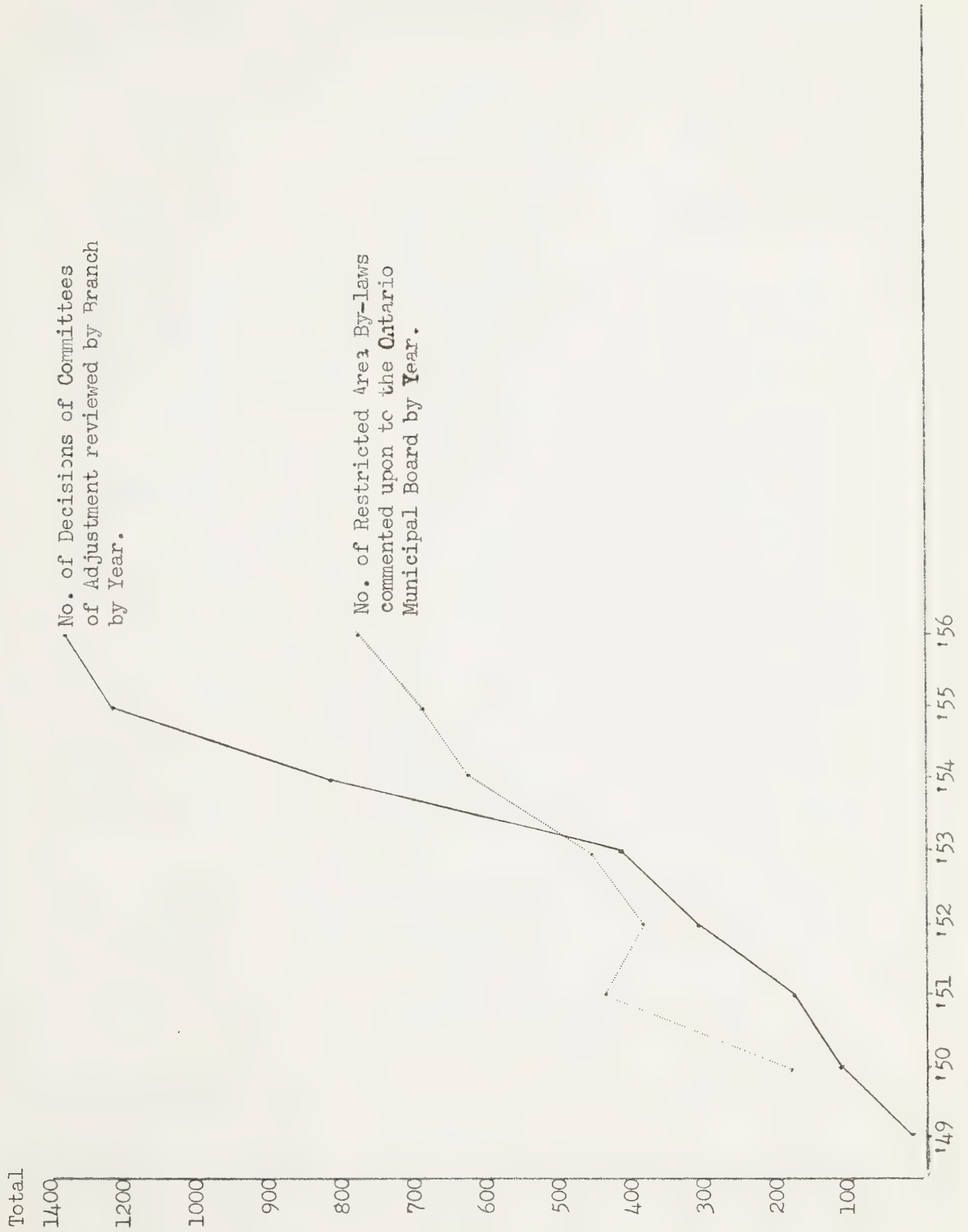
Number of by-laws commented upon to the Ontario Municipal Board during 1956:

| <u>Classes of Municipality<br/>by which By-law passed</u> | <u>Type of By-law</u> |                |                 | <u>Appeals<br/>Under<br/>S.390(17)</u> | <u>Total</u> |
|---|-----------------------|----------------|-----------------|--|--------------|
|   | <u>Over-all</u>       | <u>Partial</u> | <u>Amending</u> |  |              |
| Cities  | -                     | 16             | 19              | 14                                     | 221          |
| Towns   | 7                     | 10             | 62              | 3                                      | 82           |
| Villages  | 9                     | 1              | 22              | 3                                      | 35           |
| Townships   | 11                    | 79             | 343             | 20                                     | 453          |
| Counties  | -                     | 1              | -               | -                                      | 1            |
| Metropolitan Toronto<br>(roads)                           | -                     | 3              | -               | -                                      | 3            |
|   | <hr/>                 | <hr/>          | <hr/>           | <hr/>                                  | <hr/>        |
| TOTAL   | 27                    | 110            | 618             | 40                                     | 795          |

TABLE 9 - Number of Municipalities with Committees of Adjustment,  
1954, 1955, 1956:

| <u>Class of Municipality</u> | <u>Dec. 31, 1954</u> | <u>Dec. 31, 1955</u> | <u>Dec. 31, 1956</u> |
|------------------------------|----------------------|----------------------|----------------------|
| Cities                       | 13                   | 15                   | 16                   |
| Towns                        | 4                    | 5                    | 9                    |
| Villages                     | 1                    | 2                    | 3                    |
| Townships                    | 3                    | 4                    | 5                    |
|                              | <hr/>                | <hr/>                | <hr/>                |
| TOTAL                        | 21                   | 26                   | 33                   |





Graph i - Zoning Statistics



List of Planning Areas with Official Plans approved under Section 12  
of The Planning Act, 1955, as of December 31, 1956.

---

|   |   |  |
|---|---|--|
| The Aurora<br>Planning Area                     | The Barrie<br>Planning Area                                 | The Belleville<br>and Suburban<br>Planning Area        |
| The Brampton<br>Planning Area                   | The Brantford<br>and Suburban<br>Planning Area              | * The Brockville<br>and Elizabethtown<br>Planning Area |
| The Burlington<br>and Suburban<br>Planning Area | The Carleton Place<br>Planning Area                         | The Chinguacousy<br>Planning Area                      |
| The Cochrane<br>Planning Area                   | The Collingwood<br>Planning Area                            | * The Dunnville<br>Planning Area                       |
| The Etobicoke<br>Planning Area                  | The Fergus<br>Planning Area                                 | The Town of Fort<br>Erie Planning Area                 |
| The Fort William<br>Planning Area               | The Guelph<br>Planning Area                                 | The Hamilton<br>Planning Area                          |
| The Hespeler<br>Planning Area                   | The Kenora<br>Planning Area                                 | The Township of<br>King Planning Area                  |
| The City of Kingston<br>Planning Area           | * The Township of<br>Kingston Planning<br>Area              | The Kingston and<br>Suburban<br>Planning Area          |
| The Kitchener<br>Planning Area                  | The Kitchener-<br>Waterloo and<br>Suburban Planning<br>Area | The London<br>and Suburban<br>Planning Area            |
| The Malton<br>Planning Area                     | * The Township<br>of Markham<br>Planning Area               | * The Milton<br>Planning Area                          |
| The Moore<br>Planning Area                      | The New Liskeard<br>and Suburban<br>Planning Area           | * The Niagara Falls<br>and Suburban<br>Planning Area   |
| The North Bay<br>Planning Area                  | * The Oakville and<br>Trafalgar<br>Planning Area            | The Orangeville<br>Planning Area                       |
| The Town of Orillia<br>Planning Area            | The Oshawa<br>Planning Area                                 | The Ottawa<br>Planning Area                            |



|                                      |  |   |
|--------------------------------------|--|---|
| The City of Owen Sound Planning Area | The City of Peterborough Planning Area         | The Village of Pickering Planning Area            |
| The Port Arthur Planning Area        | * The Port Colborne and Suburban Planning Area | The Preston Planning Area                         |
| The Richmond Hill Planning Area      | The Township of Sandwich West Planning Area    | * The Sault Ste. Marie and Suburban Planning Area |
| The St. Catharines Planning Area     | The City of Sarnia Planning Area               | The Town of Simcoe Planning Area                  |
| The Smiths Falls Planning Area       | * The Stouffville Planning Area                | The Stratford and Suburban Planning Area          |
| The Streetsville Planning Area       | The Tillsonburg Planning Area                  | The Timmins Planning Area                         |
| The City of Toronto Planning Area    | The Township of Toronto Planning Area          | The Township of Toronto Gore Planning Area        |
| * The Trafalgar Planning Area        | The Township of Vaughan Planning Area          | The City of Waterloo Planning Area                |
| The Welland Planning Area            | The Windsor Planning Area                      | The Woodbridge Planning Area                      |
| The Woodstock Planning Area          | The Township of East York Planning Area        | The North York Planning Area                      |

\* Official Plan approved during 1956.



NA ONTARIO PLANNING  
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ONTARIO PLANNING

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|                 |    |
|-----------------|----|
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|--|---|

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# PLANNING

Vol. 4, No. 1 - 1957

## NO APPLICANT - NO HEARING?

Should a committee of adjustment proceed with the hearing of an application when the applicant does not attend or is not represented at the hearing?

Many committees have decided that it is advisable not to do so under these circumstances. Some have gone a step further and adopted a policy of refusing applications if the applicant is absent or not represented.

What are some of the reasons behind these decisions?

First, and as a general principle, no matter how carefully completed an application form may be, it is not likely to contain all the relevant information that can be elicited through questioning and discussion at a hearing. As a result of discussion at a fully attended hearing it may, for example, be found possible for the applicant to achieve his objective, either without relief from the provisions of the by-law or by the granting of a substantially lesser degree of variance than originally requested.

A second and obvious possible reason for not proceeding with the hearing in the absence of the applicant is that he may have altered his plans to comply with the by-law or, for other reasons, have decided to abandon the application - without informing the committee of his decision. Even if this is not the case and the applicant is still interested in obtaining the relief applied for, the fact of his absence would seem a reflection of his own estimate of its urgency and necessity.

However, the non-appearance of an applicant can pose problems for a committee that are difficult to meet simply by postponing the hearing. From a public relations viewpoint, apart from the facts of the submission, the committee will be concerned over various implications of the applicant's absence. Interested parties other than the applicant may have been put to considerable effort and expense to attend the hearing and may be understandably annoyed and critical at not being able to obtain an answer, as well as at the prospect of possible further delay and inconvenience. If, however, the committee adopts a policy of granting applications (where it appears that they might reasonably be granted) in the absence of the applicant, it may help foster a public impression that the granting of applications is a more or less automatic response to casual requests.

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
454 UNIVERSITY AVENUE - TORONTO 1, ONTARIO

W. M. NICKLE, MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT



For these reasons, some committees have adopted a policy of refusing the application if neither the applicant nor his representative are present at the hearing. They feel that such a policy works no undue hardship on the applicant, since he can appeal the decision to the Ontario Municipal Board if he is still convinced of the merit of his case. And the committee has more time to spend in dealing with the applications of those who show greater respect for its work.

#### COMMITTEE SECRETARIES TO TAKE AFFIDAVITS

At least three Committees of Adjustment have taken steps to facilitate the completion of affidavits in connection with applications, as provided for in recently adopted revised committee rules of procedure. James P. Millar and G.D. Pritchard, secretary-treasurers of Committees of Adjustment for the City of London and the Township of Etobicoke respectively, and Mrs. M.D. Pearson, secretary to the North York Committee of Adjustment, are now Commissioners for taking affidavits.

#### GROUND'S FOR A DECISION

(Note: The following is an extract from a recent decision by the Committee of Adjustment for the Township of Toronto.)

"The application was opposed by some fifteen residents in the neighbourhood who expressed themselves vigourously and with some emotion ..... we believe that if we have the power to approve an application, we have a corresponding duty to deal responsibly with it. We cannot shirk that responsibility merely because of numerical opposition. Numbers alone ought not to carry much weight with a Committee of Adjustment. A committee is appointed to consider applications on their merits ..... We must look only at the rational arguments of those who oppose an application, and if the argument is convincing, then we must accept it, even if it is advanced by only one opponent to the applicant. But if, in a case such as this, we conclude as a responsible body of rational men, that what the applicants ask for ought to be considered 'desirable for the appropriate development or use of the land' and that the 'general intent and purpose of the by-law and of the official plan is maintained', we have no choice but to approve."

#### PLANNING CONFERENCE AT LEAMINGTON

Need for subdivision control as a basic and immediate preliminary step towards planning was among points stressed at a community planning workshop held March 12 and 13 at the Town of Leamington Community Centre Arena.

Participating in discussions with a visiting team of Community Planning Branch representatives were planning board and council members from some 20 municipalities of the area, including in addition to the host town, the Towns of Amherstburg, Essex, Harrow, Kingsville and Tilbury; the Village of Belle River; and the Townships of Anderdon, Colchester North and South, Gosfield North and South, Malden, Mersea, Pelee, Rochester, Romney, and Tilbury East, North and West.



Of these, only three have to date passed area of subdivision control by-laws. Although land use in the townships has remained predominantly agricultural, there has been some population growth in recent years emanating from the urban centres. This growth has been at a slower rate than in the Province as a whole. Between 1951 and 1956, year-round population in the conference area increased 11.6 per cent.\* The increase in the townships was 9.2 per cent, while in the towns and villages combined it was 15.2 per cent - both less than the overall Provincial increase of 17.6 per cent during this period. A gradual shift is noted from rural to urban since 1941. In 1941, 37.5 per cent of the residents of the conference area lived in the towns and villages. In 1951, this urban proportion had risen to 40.1 per cent and in 1956, to 41.4 per cent. The area also includes a number of popular resort and tourist locations and these appeared as important aspects to be considered in relation to municipal planning.

It was pointed out that growth pressures in the area might be more intensified in future as a result of several factors - among them, the possibility of increased water supplies and further resort development - and the advisability and advantages of early adoption of subdivision control were emphasized.

Other matters discussed included the definition of planning areas, the appointment and functions of planning boards and the use and preparation of official plans and zoning by-laws. An interest in joint planning was expressed by various municipal representatives attending the meeting. In all, some 80 questions covering a wide range of topics were submitted for study under the broad headings of planning policy, procedure and principles.

Among specific problems raised by one town planning board in discussion with Branch representatives was the proposed extension of a subdivision road, which was being considered as a solution to weekend traffic jams created by through Windsor - Point Pelee Park Traffic. Members of the Branch team pointed out that use of the road as both a major traffic carrier and a subdivision road appeared undesirable for several reasons. Not only would it result in inconvenience and possible hazard to subdivision residents, but it would also not achieve the desired end of getting weekend traffic past the town. Instead, it would serve only to feed traffic into the town centre by a second route - resulting in a similar jam at a different intersection when the separated traffic merged. A by-pass route was proposed and discussed as a desirable alternative.

Branch representatives were impressed with efforts made by the same board to solve a problem created by random strip residential development along the main street, which was close to cutting off access to acreage at the rear. With the assistance of an engineer, the board has prepared a road and lot layout for the area affected and has succeeded in obtaining acceptance of the plan by the several owners concerned.

Delegates attending the opening session of the conference were welcomed by the Mayor of Leamington, Mrs. G. MacFarland, and G.E. Manchester, chairman of the Leamington Planning Board, and were guests of the host municipality at a dinner.

Branch representatives participating were John Pearson, Jack Brown, Graham Adams, Carl Altenberg and Ted Rashleigh.

\* Figures based on Dominion Census (DBS).



## PLANNING AND FINANCE ARE BLOOD BROTHERS

(The following article is a condensation of an address by Mr. John S. Brown, a director of J.L. Graham & Co., Toronto investment dealers, to the 1956 conference of the Community Planning Association of Canada. It is re-printed in this issue of Ontario Planning with the permission of Mr. Brown and of the magazine Civic Administration, in which it was originally published.)

The work of planners in the development of Canadian municipalities is of vital importance to those engaged in financing the capital expenditures of those municipalities.

And I suppose that the function of investment dealers, in arranging the supply of much of the monetary lubricant for the machinery of development, is not without significance to community planners.

My connection with municipal financing dates back to 1935, when we were just beginning to emerge from the Great Depression. Among other unpleasant conditions of that period, a good many municipalities had been forced to default payment on their debentures--partly because of the difficulty of collecting taxes, partly because of the burden of relief payments and partly because of poor planning, or failure to plan at all.

In some instances, services such as watermains and sidewalks had been installed in great expanses of vacant land, in the expectation that the housing boom of the later twenties would continue indefinitely.

In other cases, justifiable expenditures had been financed over a term of years much shorter than the life expectancy of the assets acquired; as a result, the heavy yearly payments to retire the debt proved too great a burden when revenues shrank under depression conditions.

Happily, enlightened municipal administration and more adequate controls at the provincial level have lessened the possibility of a recurrence of these difficulties.

There still remains, however, the very real necessity of sound financial planning for capital works by municipal authorities, for none of us can escape the responsibility of keeping our own houses in order, or afford to ignore the desirability of maintaining the enviable credit standing which most Canadian municipalities now enjoy.

To do this obviously involves long-range capital planning of a careful nature, and I am sure that our larger centres at least give this much consideration.

One of the earliest examples I can recall of such a program was prepared by Eric Bower, for many years Commissioner of Finance of the City of Hamilton. In this he tabulated the present debt of the city, the amounts to be paid off over the next five years, and the new borrowing expected to be required in the same period. I can well remember the favorable reaction



of the investment fraternity to this novel departure--which is now standard procedure in any well-run major centre.

I hope to see an expanded application of this practice adopted by smaller communities as well, especially those where the impact of growth necessitates a continuing program of capital borrowing, for I am convinced that any planning which does not take the financial element into full account is, in its very essence, incomplete.

It would perhaps be of some interest to review those aspects of long-range capital budgeting which are of particular interest and importance to the investor and, therefore, to the investment dealer who underwrites municipal debentures.

One point to which increasing attention has been paid in recent years is the achieving and maintaining of a reasonable balance between residential assessment on the one hand and industrial and commercial assessment on the other.

I do not know the feeling of the members of your association on this particular matter, but the general belief in investment circles is that the industrial and commercial categories should comprise at least 40% of the total, if an unduly heavy burden of taxation on residential taxpayers is to be avoided.

For many years we have tried to formulate yardsticks of the relationship of debt to population and debt to taxable assessment. Unfortunately, there are so many variables in any given situation that these formulas can only be used as rough guides, or perhaps as warning signals.

While progress is being made toward equalizing the basis of assessment, there are still wide variations between municipalities in this respect. Similarly, any standard based upon debt per capita must be subject to variation for such factors as the amount and type of industrial assessment, and the average earning power of the residents.

Also, any standards we may have set in the past must now be adjusted to some degree to allow for the decreased purchasing power of the dollar.

There is general agreement that it is assessment which produces taxes, and the relation of debt to assessment is the most important single comparison.

Nevertheless, it is generally felt among investment men that when the gross debenture liability of a municipality of moderate size is much in excess of \$200 per capita--or 20% of the assessed valuation--it is a signal to take a closer look at the underlying factors.

If these do not show some offsetting influence--such as future growth expectancy in population and assessment--the municipality concerned is likely to be rated as lower than the best type of investment risk.

In projecting the capital budget, then, these are considerations to keep in mind. Another is the proportion of the yearly revenues which will be required to meet the fixed charges. This is a yardstick which so far has received more consideration in the United States than in Canada, but it is one which has a good deal of merit.



Briefly, it is held that the net debt charges--interest and principal, or sinking fund payments--to be borne by local taxation in the municipality, should not exceed 20% of the revenue for the year.

It is obvious that once a debenture obligation is incurred, the annual payments become fixed or uncontrollable. Therefore, if we should again be so unfortunate as to experience a period when revenues become much less buoyant than at present, a municipality which has too great a portion of its expenditures in the "uncontrollable" category is in for a most unpleasant time.

To set up and maintain a long-term capital budget in a stable, well-equipped community having a low growth factor, would be a relatively simple operation, since it would have to concern itself, in regard to future capital borrowing, largely with the replacement or modernization of existing assets.

From this aspect, at least, it is unfortunate that few of our Canadian centres are fully equipped, low-growth municipalities.

Where you have to plan for substantial expansion and the providing of necessary services, for a number of years ahead, it is evident that the capital budget must be flexible, and have sufficient margin for variation in future costs.

Nevertheless, it is of the greatest importance that such a plan be set up and maintained, and with close liaison between the planning and treasury departments, it can be of great assistance to the council and policy-directing officials in various ways.

Only one of these ways--but not an unimportant one--would be in the planning of future debenture issues, and endeavoring to ensure that the amounts required to be borrowed can be secured, when needed, on the most favorable terms possible.

Market conditions, of course, have their bearing on both the availability of money and the cost of borrowing, and I only wish I could tell you how to forecast these factors a few years in advance. However, the municipality with a well-reasoned, sufficiently flexible capital plan will fare better in any market than one that does not have such a plan.

These results of sound financial planning are not to be minimized in their importance to the community, for they react to the material advantage of the taxpayers at large.

#### ONTARIO PLANNING - SUBSCRIPTIONS

ONTARIO PLANNING is still available at a subscription rate of \$1.50 for 10 issues a year. Any one person or group ordering more than four subscriptions per year will receive those subscriptions above four at a \$1.00 rate.

Back copies of ONTARIO PLANNING are available at the above subscription rates, and single copies may be obtained for 25¢ each.

Cheques should be made payable to the Treasurer of Ontario, Dept. of Planning and Development, 454 University Avenue, Toronto, Ontario.



LAND USE RESTRICTIONS IN SERVICE STATION

LICENSING BY-LAW QUASHED BY COURT

(Re-Printed from The Ontario Weekly Notes, Nov. 23, 1956, No. 49)

Re CITIES SERVICE OIL COMPANY, LIMITED and THE CITY OF KINGSTON

Municipal Corporations - Licensing and Regulatory Powers - Impropriety of By-law, in Purported Exercise of These Powers, Restricting Use of Property - The Municipal Act, R.S.O. 1950, c. 243, s. 388(1), para. 122, s. 390.

A motion for an order quashing a by-law of the respondent municipality, and for an order of mandamus requiring the issue of a building-permit to the applicant. The reasons for judgment are noted only in so far as they discuss the validity of the by-law.

The by-law in question was passed on 27th August 1956, under para. 122 of s. 388(1) of The Municipal Act, R.S.O. 1950, c. 243, which empowers councils of local municipalities to pass by-laws: "For licensing, regulating and governing the owners of keepers of automobile service stations located or erected since the 25th day of June, 1928, within any defined area or areas or on land abutting on any defined highway or part of a highway...and for fixing a fee not exceeding \$10 for such licence".

Section of the by-law provided that every owner or keeper of an automobile service-station should take out an annual licence and pay a fee of \$10 therefore; s. 2 contained provisions as to the displaying and production of such a licence. Sections 3 and 4 were as follows:

"3. In respect of any automobile service station constructed after the date of this By-law the following regulations shall apply:-

"(a) No such license shall be issued where the location or use of such proposed automobile service station is such that a traffic hazard or a pedestrian hazard may result.

"(b) The minimum street frontage for such automobile service station shall be 150 lineal feet except that in the case of corner lots the minimum frontage on each street shall be 100 feet.

"(c) Pump islands shall be 20 feet minimum from the street line which distance shall be increased to 30 feet for major streets. Any buildings of such automobile service stations shall be a minimum distance of 40 feet from the street line.

"(d) There shall be dedicated to the City of Kingston for corner rounding a 50 foot radius, a right-of-way width in such amount as may be required for planned width and jog eliminations at intersections.



"4. In respect of access to streets from all such automobile service stations the following regulations shall apply:-

"(a) Entrances shall be of 30 foot maximum width measured at existing sidewalk or at street line where there is no sidewalk. Width may be flared to 40 feet at pavement.

"(b) Safety zone shall be 30 feet minimum width between entrances measured at existing sidewalk or at street line where no sidewalk exists.

"(c) Corner lots shall have no more than one entrance on each street where lot frontage or flankage is less than 150 feet.

"(d) Entrances shall not be less than 50 feet from intersection of street lines.

"(e) Curbing shall be constructed where necessary to restrict traffic to approved entrances."

The motion was heard by McRuer C.J.H.C. in Weekly Court at Toronto.

J.T. Weir, Q.C., for the applicant.

K.G. Morden, Q.C., for the respondents.

McRuer C.J.H.C. (after stating the nature of the motion, reviewing the facts leading up to it, and setting out the by-law in full):--Mr. Weir strenuously attacks s. 3 and, although he has no serious objection to s. 4, it is argued that it cannot be disassociated in its present form from s. 3 and if s. 3 is quashed, s. 4 should likewise be quashed. Mr. Weir's contention is that the by-law in fact a restrictive by-law and not in essence a licensing by-law.

Mr. Morden presented no argument in support of the validity of paras. a and d of s. 3. He did argue, however, that paras. b and c should be severed from the rest of the provisions of s. 3 and that if these paragraphs were severed s. 4 was a valid exercise of the powers of the municipal council.

It is to be observed that the power given to a municipal council under s. 388(1), para. 122, of The Municipal Act, R.S.O. 1950, c. 243, is to pass by-laws "for licensing, regulating and governing the owners or keepers of automobile service stations". While I am not required to decide how far a municipal council can go in passing licensing by-laws which may restrict in some measure the use of the property, I feel convinced that para. b of s. 3 is a restriction on the use of property that can only be passed under s. 390 of The Municipal Act. It obviously has nothing to do with the owner or keeper of the service-station. It has to do with the use that land may be put to for a service-station and it requires that before an owner of a service-station may be licensed the lot on which the service-station is situated must have a minimum street frontage of 150 lineal feet except on corner lots where the minimum street frontage shall be 100 feet. This, in my opinion, is a restriction on the use of land as distinct from a measure regulating or governing the owners or keepers of service-stations. To uphold this by-law would be to give municipalities a power in the guise of licensing to pass restrictive by-laws which might



have very wide ramifications. It may well be that it is undesirable in many localities that a service-station should be on a lot with less than 150 lineal feet frontage or less than 10,000 square feet, but this is not a matter, in my opinion, that can be controlled under licensing powers. It is something that a council has power to control by exercising those powers given to it under s.390 with the approval of the Municipal Board.

Mr. Morden relied on Re King Lee and City of Windsor (1921), 20 O.W.N. 47, affirmed 20 O.W.N. 191. With respect, I do not think that case supports his contention. The by-law there in question was one for licensing restaurants and it provided that stalls should not be erected in a room where persons were being served with food but that every part of the room should be plainly visible from every other part thereof: Chief Justice Mulock in giving judgment at p.48 stated: "It is manifest that the object of these provisions in the clause is that there may be proper supervision over the business carried on in rooms where food, etc. is being served."

The power given to municipal councils under The Municipal Act under which that by-law was passed was "for limiting the number of and licensing and regulating victualling houses, ordinaries, and houses where fruit, fish, oysters, clams or victuals are sold to be eaten therein". Rather than supporting Mr. Morden's contention I think that case and the cases on which the learned Chief Justice relied mark the distinction between a by-law that provides for licensing, regulating and governing owners and keepers of automobile service-stations for the purpose of controlling a business in its character, and the way in which it is carried on on a particular property, and a by-law which purports to restrict the use to which that property is to be put and to limit the size of the property on which a particular business is to be carried on. It necessarily follows that a by-law requiring buildings to be a certain distance from the street-line cannot be passed under licensing powers of a municipal council. That being true, the whole of s. 3 is in my opinion invalid.

Some of the provisions in s. 4 might well be enacted under a power of regulation, but in its form it cannot be disassociated from s. 3 and it too should be quashed, but I do not wish it to be taken that in doing so I am judicially determining that all of the provisions, if disassociated from s. 3, would not be within the power of the municipal council. That is a question that would have to be considered in the light of the terms of a by-law incorporating any one or more of the provisions contained therein.

An order will therefore go quashing ss. 3 and 4 of the by-law. No substantial question arises on the question of the mandamus.

. . . . Counsel were not in disagreement as to the right to a mandamus if ss. 3 and 4 were considered invalid, while on the other hand, if the sections were considered valid, the application for a mandamus was abandoned by Mr. Weir.

Judgment will therefore go for a mandamus requiring the respondent Bruce to issue the building-permit. The costs will be paid by the respondent municipal corporation.

Order accordingly.



COMING EVENTS

April 23-25, 1957

Canadian Highway Safety Conference, Quebec City, Que. Annual Meeting, Chateau Frontenac Hotel, Que. General Manager W. Arch. Bryce, 272 Somerset Street West, Ottawa, Canada.

April 26-28, 1957

Ontario Recreation Association, St. Catharines, Ontario. Twelfth Annual Provincial Conference. Advance registration by writing to Mr. Howard Kamin, c/o Hotel Queensway, St. Catharines, Ontario.

May 7 - 11, 1957

Association of State Planning and Development Agencies, Louisville, Kentucky. Executive Vice-President, Edmund H. Robertson, 1026 - 17th Street N.W., Washington 6, D.C.

May 30-31, 1957

Committee of Adjustment Conference, Toronto, Ontario. Sponsored by The Community Planning Branch, Department of Planning and Development, 454 University Avenue, Toronto, Ontario.

May 31 to June 3, 1957

ONTARIO Conference on Ageing, Toronto, Ontario. Committee on Information and Publicity, 65 St. George Street, Toronto 5, Ontario.

September 19, 20, 21, 1957

Town Planning Institute of Canada, Chateau Lac Beauport (near Quebec City). Secretary-Treasurer, Hugh L. Lemon, King Edward Hotel, Toronto 1, Ontario.

September 23-27, 1957

Institute of Traffic Engineers, Annual Meeting, Statler Hotel, Detroit, Michigan. Contact ITE, 2029 K Street N.W., Washington, D.C.



September 25-27, 1957

Canadian Good Roads Association, Saskatoon, Sask. Annual Convention, Bessborough Hotel, Saskatoon, Sask. Managing Director C.W. Gilchrist, 270 MacLaren Street, Ottawa 4, Canada.

September 30, October 1, 2, 1957

Community Planning Association of Canada, Vancouver, B.C. Director, Eric Beecroft, 77 MacLaren Street, Ottawa, Canada.

#### BRIEFLY NOTED

##### Planning Areas:

The Minister recently defined the following joint Planning Area - The Lakehead Planning Area, consisting of the City of Fort William and Port Arthur, the Municipalities of Shuniah, Paipoonge and Neebing. The foregoing municipalities will become subsidiary planning areas within the Lakehead Planning Area. The Townships of Tecumseth, Osgoode and Plympton were defined as single independent planning areas.

##### Planning Board - Secretary-Treasurers:

The following changes were noted during February and March - Mr. T.W. Lane (Stratford and Suburban), Peter McLay (Aylmer and Malahide), Donald Frayne (Bosanquet), Mr. G.G. Williams (Gravenhurst), Frank Ellis (Bath), Mr. Garfield E. Browne (Oakville), Delmas E. Long (Town of Uxbridge), J.W. Este (Timmins), Paul D. Delaney (Bolton), Ronald Brand (St. Clair Beach), Mr. L.D. Barkley (Morrisburg and Williamsburg), Mrs. Patricia Moore (York Township), H.W. Hawkins (Cobden), W.J. Cybulski (Michipicoten).

##### Planning Board - Members:

Recent appointments and approvals of membership to planning boards are as follows: - Messrs. Louis Johnson, (Vice Chairman), Lee Demers, Ronald Brand, Richard Walker, (Chairman), (St. Clair Beach). H.M. Gladman, G. Ridler, (Vice Chairman), J.S. Choppin, Charles Lloyd, Arnold Molyneaux (Chairman), (Newmarket). Messrs. Peter B. Stuart (Chairman), A.R. Ferguson (Vice Chairman), J.D. McAuliffe, Oscar Finnson, G.V. Simmons, L.B. Johnston, and Wanda Miller (ex officio), (Gravenhurst).

##### Committee of Adjustment - Secretary-Treasurer:

Recent appointments to the position of Secretary-Treasurer during February and March are as follows: - Mr. J.W. Este (Timmins), John H. Faulkner (North York).



## LOCAL PLANNING REPORTS AND PUBLICATIONS

The Community Planning Branch is always glad to receive copies of reports and other publications issued by local planning agencies - both annual reports and any dealing with specific local planning matters that may be prepared from time to time.

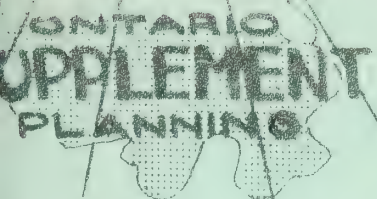
Publications received in recent months include the annual 1956 reports of the Hamilton-Wentworth Planning Area Board, the Brantford and Suburban Planning Board and the Township of Etobicoke Committee of Adjustment; a Gasoline Service Station Study Report, prepared as a special project in 1956 by the Toronto Township Planning Board staff; and a series of four technical papers, dealing with statutory planning functions, duties and responsibilities of the planning board, organization and staffing and area planning programming and policy, prepared for the Hamilton-Wentworth Planning Area Board by Norman Pearson, Director of Planning.

The Branch welcomes obtaining copies of such reports, as a means of keeping informed as to local planning achievements and also as a possible source of material of interest and use to planning agencies throughout the Province.

### PLANNING AREAS OF ONTARIO

Published as a supplement to this issue of ONTARIO PLANNING is a map of the planning areas of the Province. Owing to the scale of the map, it has not been possible to distinguish graphically between joint and subsidiary planning areas or to show municipal boundaries in relation to planning area boundaries in **all cases**. However, the areas shown on the map have been keyed by number to an accompanying index of planning areas indicating their composition.





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ONTARIO PLANNING  
NEWSLETTER

# PLANNING AREAS

## ONTARIO

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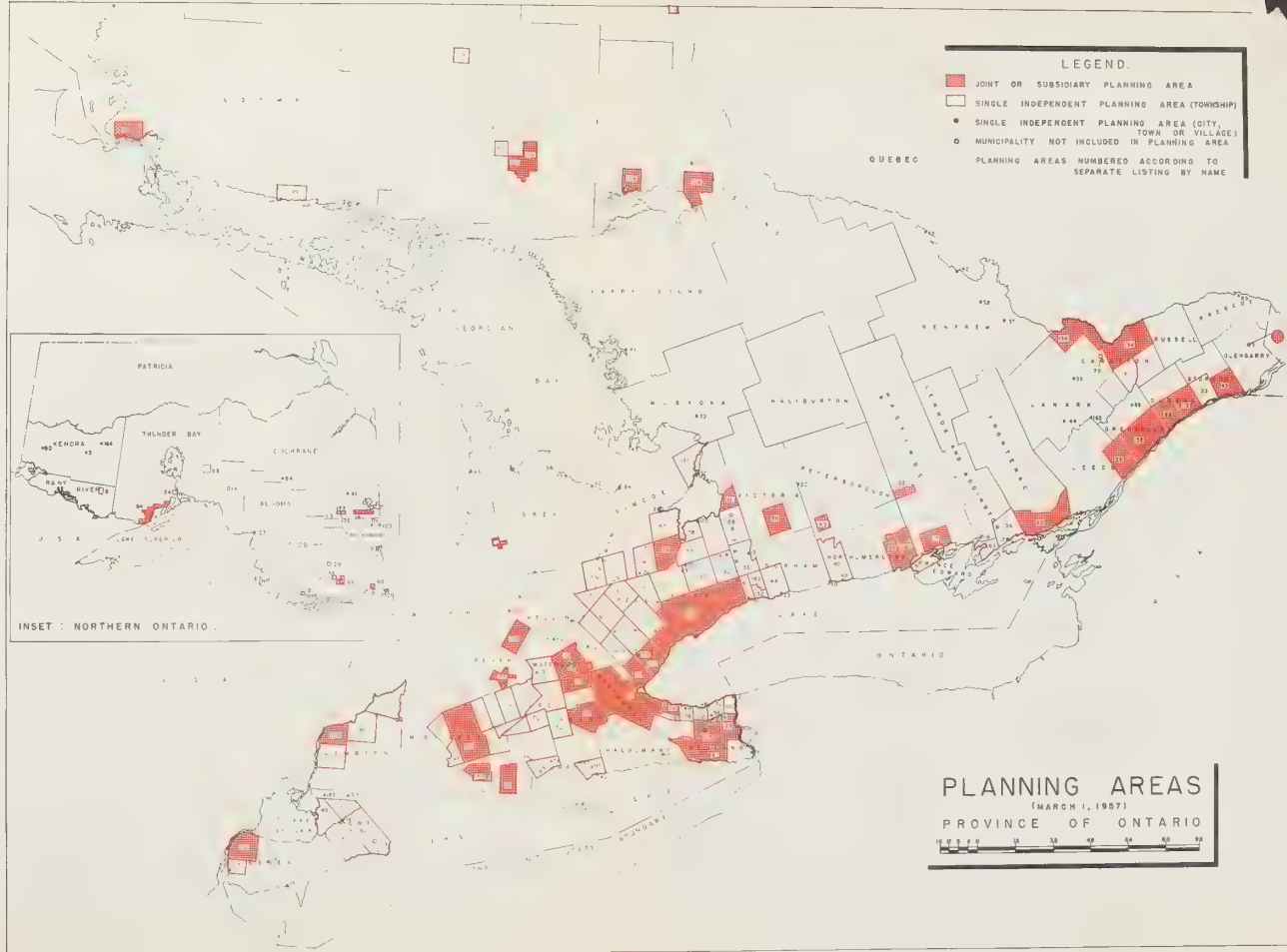
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ISSUES



# LEGEND.

- JOINT OR SUBSIDIARY PLANNING AREA
  - SINGLE INDEPENDENT PLANNING AREA (TOWNSHIP)
  - SINGLE INDEPENDENT PLANNING AREA (CITY, TOWN OR VILLAGE)
  - MUNICIPALITY NOT INCLUDED IN PLANNING AREA
- PLANNING AREAS NUMBERED ACCORDING TO SEPARATE LISTING BY NAME



## PLANNING AREAS

(MARCH 1, 1967)

PROVINCE OF ONTARIO





## I N D E X

### To Planning Area Map

| <u>Name of Planning Area</u>                  | <u>Consists of:</u>   |
|---|---|
| 1. Town of Acton Planning Area                | Town of Acton   |
| 2. Albion Planning Area                       | Township of Albion  |
| 3. Alexandria & Suburban Planning Area        | Town of Alexandria, Part of Townships of Kenyon and Lochiel   |
| 4. Amaranth Planning Area                     | Township of Amaranth  |
| 5. Ameliasburg Planning Area                  | Township of Ameliasburg   |
| 6. Town of Amherstburg Planning Area          | Town of Amherstburg   |
| 7. Anderdon Planning Area                     | Township of Anderdon  |
| 8. Atikokan Planning Area                     | Township of Atikokan  |
| 9. Aurora Planning Area                       | Town of Aurora  |
| 10. Aylmer and Malahide Planning Area         | Town of Aylmer and Township of Malahide   |
| 11. Bancroft Planning Area                    | Village of Bancroft   |
| 12. Barrie Planning Area                      | Town of Barrie  |
| 13. Bath Planning Area                        | Village of Bath   |
| 14. Beamsville Planning Area                  | Village of Beamsville   |
| 15. Beaverton and Thorah Planning Area        | Township of Thorah and Village of Beaverton   |
| 16. Beeton Planning Area                      | Village of Beeton   |
| 17. Belleville and Suburban Planning Area     | City of Belleville, Part of the Townships of Sidney and Thurlow   |
| 18. Black River and Matheson Planning Area    | Township of Black River*, Town of Matheson, and the unorganized Townships of Guiberd, McCool, Michaud and Munro |
| 19. Blind River and Suburban Planning Area    | Town of Blind River, and the unorganized Townships of Cobden and Striker  |
| 20. Village of Bobcaygeon Planning Area       | Village of Bobcaygeon   |
| 21. Bolton Planning Area                      | Village of Bolton   |
| 22. Bosanquet Planning Area                   | Township of Bosanquet   |
| 23. Bowmanville Planning Area                 | Town of Bowmanville   |
| 24. Bradford & West Gwillimbury Planning Area | Village of Bradford and Township of West Gwillimbury  |
| 25. Brampton Planning Area                    | Town of Brampton  |
| 26. Brantford and Suburban Planning Area      | City of Brantford and parts of the Townships of Brantford and Onondaga  |
| 27. Brighton Planning Area                    | Village of Brighton and Township of Brighton  |
| 28. Brock Planning Area                       | Township of Brock   |
| 29. Brockville & Elizabethtown Planning Area  | Town of Brockville* and Township of Elizabethtown   |
| 30. Burford Planning Area                     | Township of Burford   |
| 31. Burlington and Suburban Planning Area     | Town of Burlington, Village of Watertown, Nelson Township* and part of East Flamborough Township                |



| <u>Name of Planning Area</u>               | <u>Consists of:</u>   |
|--|---|
| 32. Caledon Planning Area                  | Township of Caledon   |
| 33. Carleton Place Planning Area           | Town of Carleton Place  |
| 34. City of Chatham Planning Area          | City of Chatham   |
| 35. Township of Chatham Planning Area      | Township of Chatham   |
| 36. Township of Chinguacousy Planning Area | Township of Chinguacousy  |
| 37. Town of Clinton Planning Area          | Town of Clinton   |
| 38. Township of Clinton Planning Area      | Township of Clinton   |
| 39. Cobden Planning Area                   | Village of Cobden   |
| 40. Cobourg Planning Area                  | Town of Cobourg   |
| 41. Town of Cochrane Planning Area         | Town of Cochrane  |
| 42. Collingwood Planning Area              | Town of Collingwood   |
| 43. Cornwall and Suburban Planning Area    | City of Cornwall, Township of Cornwall  |
| 44. Darlington Planning Area               | Township of Darlington  |
| 45. Deep River Planning Area               | Part of the Improvement District of Deep River  |
| 46. Delaware Planning Area                 | Township of Delaware  |
| 47. Town of Delhi Planning Area            | Town of Delhi   |
| 48. North Dorchester Planning Area         | Township of North Dorchester  |
| 49. Township of Dover Planning Area        | Township of Dover   |
| 50. Dresden Planning Area                  | Town of Dresden   |
| 51. Dryden Planning Area                   | Town of Dryden and part of the unorganized Townships of Wainwright, Van Horne and Zealand |
| 52. South Dumfries Planning Area           | Township of South Dumfries  |
| 53. Dunnville Planning Area                | Town of Dunnville   |
| 54. Elmira Planning Area                   | Town of Elmira  |
| 55. Eramosa Planning Area                  | Township of Eramosa   |
| 56. Ernestown Planning Area                | Township of Ernestown   |
| 57. Esquesing Planning Area                | Township of Esquesing   |
| 58. Town of Essex Planning Area            | Town of Essex   |
| 59. Town of Fergus Planning Area           | Town of Fergus  |
| 60. Forest Planning Area                   | Town of Forest  |
| 61. Town of Fort Erie Planning Area        | Town of Fort Erie   |
| 62. Fort Frances Planning Area             | Town of Fort Frances  |
| 63. South Fredericksburgh Planning Area    | Township of South Fredericksburgh   |
| 64. Galt and Suburban Planning Area        | City of Galt, Township of North Dumfries  |
| 65. Gananoque Planning Area                | Town of Gananoque   |
| 66. East Garafraxa Planning Area           | Township of East Garafraxa  |
| 67. Georgetown Planning Area               | Town of Georgetown  |
| 68. Geraldton and Suburban Planning Area   | Town of Geraldton, and unorganized Townships of Ashmore, Errington, McQuesten and Fulford |
| 69. Town of Goderich Planning Area         | Town of Goderich  |
| 70. Goulburn Planning Area                 | Part of the Township of Goulburn  |



| <u>Name of Planning Area</u>                      | <u>Consists of:</u>   |
|---|---|
| 71. North Gower Planning Area                     | Township of North Gower   |
| 72. Grantham Township Planning Area               | Township of Grantham  |
| 73. Gravenhurst Planning Area                     | Town of Gravenhurst   |
| 74. Grimsby and Suburban Planning Area            | Town of Grimsby, Township of North Grimsby  |
| 75. South Grimsby Planning Area                   | Township of South Grimsby   |
| 76. Guelph Planning Area                          | City of Guelph  |
| 77. East Gwillimbury Planning Area                | Township of East Gwillimbury  |
| 78. North Gwillimbury Planning Area               | Township of North Gwillimbury   |
| 79. Hamilton-Wentworth Planning Area              | City of Hamilton*, Town of Dundas, Village of Stoney Creek and the Townships of Ancaster, Barton, Beverley, Binbrook, West Flamborough, Glanford, Saltfleet |
| 80. Township of Hamilton Planning Area            | Township of Hamilton  |
| 81. Hanover and Suburban Planning Area            | Town of Hanover and part of the Townships of Bentinck and Brant   |
| 82. Harwick Planning Area                         | Township of Harwick   |
| 83. Hawkesbury Planning Area                      | Town of Hawkesbury  |
| 84. Hearst Planning Area                          | Town of Hearst  |
| 85. Hespeler Planning Area                        | Town of Hespeler, part of the Townships of Fuslinch and Waterloo**  |
| 86. Ingersoll Planning Area                       | Town of Ingersoll   |
| 87. Innisfil Planning Area                        | Township of Innisfil  |
| 88. Iroquois and Suburban Planning Area           | Village of Iroquois* and Township of Matilda*   |
| 89. Kemptville Planning Area                      | Village of Kemptville   |
| 90. Town of Kenora Planning Area                  | Town of Kenora  |
| 91. Township of King Planning Area                | Township of King  |
| 92. Kingston and Suburban Planning Area           | City of Kingston*, Township of Pittsburg* and part of the Township of Kingston**  |
| 93. Kitchener-Waterloo and Suburban Planning Area | The Cities of Kitchener* and Waterloo*, Village of Bridgeport, part of the Township of Waterloo**   |
| 94. Lakehead Planning Area                        | Cities of Fort William* and Port Arthur*, Township of Paipoonge* and the Municipalities of Neebing* and Shuniah*  |
| 95. Leamington Planning Area                      | Town of Leamington  |
| 96. Lindsay and Ops Planning Area                 | Town of Lindsay, Township of Ops  |
| 97. Listowel Planning Area                        | Town of Listowel  |
| 98. Lobo Planning Area                            | Township of Lobo  |
| 99. London and Suburban Planning Area             | City of London, part of the Townships of London**, West Nissouri and Westminster**  |
| 100. Louth Planning Area                          | Township of Louth   |
| 101. Manitouwadge Planning Area                   | Imp. District of Manitouwadge   |
| 102. Marmora Area Planning Area                   | Village of Marmora, part of the Township of Marmora   |



| <u>Name of Planning Area</u>                       | <u>Consists of:</u>   |
|--|---|
| 103. Improvement District of McGarry Planning Area | Imp. District of McGarry  |
| 104. McKim, Neelon and Garson Planning Area        | Townships of McKim*** and Neelon and Garson*  |
| 105. Meaford Planning Area                         | Town of Meaford   |
| 106. Merritton Planning Area                       | Town of Merritton   |
| 107. Michipicoten Planning Area                    | Township of Michipicoten  |
| 108. Middleton Planning Area                       | Township of Middleton   |
| 109. Milton Planning Area                          | Town of Milton  |
| 110. Milverton and Suburban Planning Area          | Village of Milverton, Township of Mornington  |
| 111. Mono Planning Area                            | Township of Mono  |
| 112. Moore Planning Area                           | Township of Moore   |
| 113. Morrisburg and Williamsburg Planning Area     | Village of Morrisburg, Township of Williamsburg*  |
| 114. Mount Forest Planning Area                    | Town of Mount Forest  |
| 115. Mountjoy Planning Area                        | Township of Mountjoy  |
| 116. Napanee Planning Area                         | Town of Napanee   |
| 117. Nassagaweya Planning Area                     | Township of Nassagaweya   |
| 118. Village of New Hamburg Planning Area          | Village of New Hamburg  |
| 119. New Liskeard and Suburban Planning Area       | Town of New Liskeard, part of the Townships of Bucke and Dymond   |
| 120. Newmarket Planning Area                       | Town of Newmarket   |
| 121. Town of Niagara Planning Area                 | Town of Niagara   |
| 122. Niagara Township Planning Area                | Township of Niagara   |
| 123. Niagara Falls and Suburban Planning Area      | City of Niagara Falls, Township of Stamford, part of Township of Willoughby   |
| 124. Township of Nipigon Planning Area             | Township of Nipigon   |
| 125. West Nissouri Planning Area                   | Township of West Nissouri   |
| 126. North Bay and Suburban Planning Area          | City of North Bay*, Townships of West Ferris* and Widdifield*   |
| 127. Oakville and Trafalgar Planning Area          | Town of Oakville*, Village of Bronte and part of the Township of Trafalgar**  |
| 128. Onaping Planning Area                         | Improvement District of Onaping   |
| 129. Orangeville Planning Area                     | Town of Orangeville   |
| 130. Town of Orillia Planning Area                 | Town of Orillia   |
| 131. Township of Orillia Planning Area             | Township of Orillia   |
| 132. Oshawa Planning Area                          | City of Oshawa  |
| 133. Osnabruck Planning Area                       | Township of Osnabruck   |
| 134. Ottawa Planning Area                          | City of Ottawa, Town of Eastview, Village of Rockcliffe Park, Townships of Fitzroy, Gloucester*, March, Nepean, Torbolton |
| 135. City of Owen Sound Planning Area              | City of Owen Sound  |
| 136. East Oxford Planning Area                     | Township of East Oxford   |
| 137. North Oxford Planning Area                    | Township of North Oxford  |



| <u>Name of Planning Area</u>                     | <u>Consists of:</u>  |
|--|--|
| 138. The West Oxford Planning Area               | Township of West Oxford  |
| 139. Town of Palmerston Planning Area            | Town of Palmerston   |
| 140. Paris Planning Area                         | Town of Paris  |
| 141. Parry Sound Planning Area                   | Town of Parry Sound  |
| 142. Town of Pembroke Planning Area              | Town of Pembroke   |
| 143. Penetanguishene Planning Area               | Town of Penetanguishene  |
| 144. Town of Perth Planning Area                 | Town of Perth  |
| 145. Peterborough and Suburban Planning Area     | City of Peterborough; part of the Townships of Douro, North Monaghan, Otonabee and Smith |
| 146. Plympton Planning Area                      | Township of Plympton   |
| 147. Port Colborne and Suburban Planning Area    | Town of Port Colborne, part of the Townships of Humberstone and Wainfleet                |
| 148. Port Dalhousie Planning Area                | Town of Port Dalhousie   |
| 149. Port Dover Planning Area                    | Town of Port Dover   |
| 150. Town of Port Hope Planning Area             | Town of Port Hope  |
| 151. Port Perry Planning Area                    | Village of Port Perry  |
| 152. Prescott and Suburban Planning Area         | Town of Prescott, Townships of Augusta and Edwardsburg                                   |
| 153. Preston Planning Area                       | Town of Preston, part of the Township of Waterloo**                                      |
| 154. Raleigh Planning Area                       | Township of Raleigh  |
| 155. Rayside Planning Area                       | Township of Rayside  |
| 156. Reach Planning Area                         | Township of Reach  |
| 157. Town of Renfrew Planning Area               | Town of Renfrew  |
| 158. City of St.Catharines Planning Area         | City of St. Catharines   |
| 159. St. Thomas and Suburban Planning Area       | City of St. Thomas, parts of Townships of Southwold and Yarmouth                         |
| 160. Sarnia and Suburban Planning Area           | City of Sarnia*, Village of Point Edward, part of Sarnia Township**                      |
| 161. Sault Ste. Marie and Suburban Planning Area | City of Sault Ste. Marie, Townships of Korah and Tarentorus                              |
| 162. Shelburne Planning Area                     | Village of Shelburne   |
| 163. The Simcoe Planning Area                    | Town of Simcoe   |
| 164. Town of Sioux Lookout Planning Area         | Town of Sioux Lookout  |
| 165. Smiths Falls Planning Area                  | Town of Smiths Falls   |
| 166. Southampton Planning Area                   | Town of Southampton  |
| 167. Stratford and Suburban Planning Area        | City of Stratford, part of the Townships of North and South Easthope                     |
| 168. Sturgeon Falls and Suburban Planning Area   | Town of Sturgeon Falls and Cache Bay, Townships of Caldwell and Springer                 |
| 169. Sudbury and Suburban Planning Area          | City of Sudbury*, Township of McKim*** and Township of Neelon and Garson*                |
| 170. Sutton Planning Area                        | Village of Sutton  |
| 171. Township of Teck Planning Area              | Township of Teck   |



| <u>Name of Planning Area</u>             | <u>Consists of:</u>   |
|--|---|
| 172. Township of Tecumseth Planning Area | Township of Tecumseth   |
| 173. Thornbury Planning Area             | Town of Thornbury   |
| 174. Town of Thorold Planning Area       | Town of Thorold   |
| 175. Town of Tillsonburg Planning Area   | Town of Tillsonburg   |
| 176. Timmins Planning Area               | Town of Timmins   |
| 177. Metropolitan Toronto Planning Area  | City of Toronto*, Towns of Leaside*, Mimico, Richmond Hill*, New Toronto, Weston and Ajax*, Villages of Forest Hill, Long Branch*, Swansea, Markham*, Pickering*, Port Credit, Stouffville*, Streetsville*, Woodbridge*, Townships of Etobicoke*, Scarborough*, York*, East York*, North York*, Markham*, Pickering*, Toronto*, Toronto Gore*, Vaughan* |
| 178. Townships of Tisdale Planning Area  | Township of Tisdale   |
| 179. Tottenham Planning Area             | Village of Tottenham  |
| 180. Trenton and Suburban Planning Area  | Town of Trenton, Township of Murray   |
| 181. Town of Uxbridge Planning Area      | Town of Uxbridge  |
| 182. Township of Uxbridge Planning Area  | Township of Uxbridge  |
| 183. Wallaceburg Planning Area           | Town of Wallaceburg   |
| 184. Wasaga Beach Planning Area          | Village of Wasaga Beach   |
| 185. Welland Planning Area               | City of Welland, Townships of Crowland, Thorold and Pelham and part of the Townships of Humberstone and Wainfleet   |
| 186. Town of Whitby Planning Area        | Town of Whitby  |
| 187. Township of Whitby Planning Area    | Township of Whitby  |
| 189. East Whitby Planning Area           | Township of East Whitby   |
| 190. Whitchurch Planning Area            | Township of Whitchurch  |
| 191. Wilmot Planning Area                | Township of Wilmot  |
| 192. Windsor and Suburban Planning Area  | City of Windsor*, Towns of Riverside, La Salle*, Ojibway, Tecumseh*, Village of St. Clair Beach*, part of the Townships of Maidstone, East Sandwich**, South Sandwich**, and West Sandwich**  |
| 193. Woodhouse Planning Area             | Township of Woodhouse   |
| 194. Woodstock Planning Area             | City of Woodstock   |
| 195. East Zorra Planning Area            | Township of East Zorra  |
| 196. West Zorra Planning Area            | Township of West Zorra  |

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\* Subsidiary Planning Area

\*\* All of Township is included within Subsidiary Planning Area

\*\*\* McKim Planning Area - includes all Township of McKim and part of the Townships of Broder and Dill (Subsidiary Planning Area)



# ONTARIO PLANNING

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## URBAN ACREAGE AND RESIDENTIAL LOTS APPROVED FOR REGISTRATION IN 1956 UP SHARPLY OVER 1955 DESPITE CONSTRUCTION DROP

Substantial increases over 1955 in the total URBAN \* acreage subdivided and in the number of URBAN single family lots created were recorded during 1956 in Ontario.

A summary of URBAN, SUBURBAN, RURAL and RESORT \* plan totals for both years is presented in tables at the end of this article. Figures are based on plans approved in final for registration, pursuant to The Planning Act, 1955, and include plans approved by the Ontario Municipal Board, as well as by the Minister of Planning and Development. (1)

.....

\* The terms URBAN, SUBURBAN and RURAL are used to classify plans according to the availability of services, as follows: URBAN - municipal water and sewer available; SUBURBAN - municipal water only available; RURAL - neither municipal water nor sewer (year-round use). RESORT plans are listed separately. (See also "Definitions" preceding tables).

- (1) Detailed statistical information concerning proposed land use, number of lots, acreages, services available, etc. in plans of subdivision is at present compiled by the Branch only in the case of plans approved in final for registration, dating back to January 1, 1955. A summary of subdivision activity from 1946, giving numbers of draft plan applications, draft approvals, final approvals and registrations was presented in the last issue of ONTARIO PLANNING (Vol. 3, No. 10). Figures showed appreciable drops in the number of draft applications during the third and fourth quarters of 1956, compared with the same periods in 1955. This decline has continued into 1957, with a drop of approximately 36 per cent in the number of new applications during the first quarter of 1957, compared with the first quarter of 1956. Since detailed statistical information is not tabulated at present concerning draft applications, it is not possible to describe this change in terms of acreages proposed to be subdivided, lots proposed to be created, etc.

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
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## URBAN

As shown in Table I, over 31,000 single family lots were contained in URBAN plans approved during 1956, compared with 22,000 in 1955. Excluding lots contained in four St. Lawrence Seaway re-location plans (see also Table I), this was an increase of approximately 39 per cent over 1955. Total URBAN acreage subdivided in 1956, excluding Seaway plans, was 23 per cent greater than in 1955. Increases over 1955 in total URBAN acreage subdivided and in number of single family residential lots occurred during each quarter of 1956, especially in the third and fourth quarters, as indicated in Table I (A).

## SUBURBAN and RURAL

Both total plan acreage and number of residential lots contained in SUBURBAN plans declined somewhat in 1956. In the case of RURAL plans, the number of residential lots was approximately the same, with some drop in total acreage. Owing partly to these decreases, but mainly to the substantial increase in the URBAN classification, SUBURBAN and RURAL plans accounted in 1956 for appreciably less of total subdivision activity than in 1955, as shown in Table I (B).

## URBAN, SUBURBAN and RURAL (Combined)

Despite drops in SUBURBAN and RURAL classifications, the combined totals of URBAN, SUBURBAN and RURAL plan acreages and single family lots approved in 1956 were substantially higher than in 1955. On the basis of single family lots, the combined increase for the year amounted to 21 per cent, and, on the basis of total acreage, 9.5 per cent; both excluding Seaway plans. (See Table I (C).)

## Subdivision Plans in the Metropolitan Toronto Planning Area

A summary of subdivision plans approved for registration in municipalities of the Metropolitan Toronto Planning Area, similar to that given for the Province as a whole in Table I, is presented in Table II. (2)

Although plan acreage and single family lot totals for the Metro Planning Area were higher in 1956 than in 1955, the per cent increases were somewhat less than for the whole of the Province. Combined URBAN, SUBURBAN and RURAL acreage subdivided in the Metro Planning Area during 1956 increased 6.2 per cent, and combined single family lots, 6.5 per cent over 1955, compared with increases of 9.5 and 21.2 for the Province as a whole. (See Table II (A).) Total plan acreage and single family lots in the Metropolitan Toronto Planning Area accounted for 28.8 and 32.4 per cent, respectively, of totals for the Province in 1956, both slightly less than in 1955. (See Table II (3).)

- 
- (2) Subdivision figures for the Metropolitan Toronto Planning Area include only one plan during the two years within the City of Toronto - a small plan of re-subdivision for re-development purposes.



It will be noted that more than half the acreage proposed for two- and multi-family use in the Province in both years was contained in plans in the Metropolitan Toronto Planning Area.

Estimated Densities  
(Metropolitan Toronto Planning Area and Rest of Province)

Estimates of potential population and density may be made using figures cited in this article. In making such estimates, however, it must be remembered that plans of subdivision represent proposed patterns of development, subject to change before or in the course of development. The probability of development along the lines proposed and tabulated at the time of approval will vary somewhat according to circumstances, local and otherwise, as will the rate of development.

With these qualifications, potential density figures based on dwelling units per total URBAN plan acre (gross acreage) are presented in Table III, separately for the Metropolitan Toronto Planning Area and for the remainder of the Province. In estimating density in the case of multi-family development, a figure of 30 units per net multi-family acre was taken. Included in the multi-family acreage figures for both years is a very small proportion intended for terrace housing, usually constructed at a density ranging from 12 to 16 dwelling units per net acre. In calculating density figures, however, the entire multi-family acreage was taken as intended for apartment use, and the estimated densities, in terms of dwelling units per acre, are thus slightly higher than they would be if terrace housing were separately incorporated. Since the density estimates were arrived at simply by dividing annual total plan acres (gross acreage) into total dwelling units it is apparent that they assume the co-existence as shown in Tables I and II of all other uses, including public purposes, commercial, industrial and land reserved for future development. Figures are given in Table III, including and excluding industrial acreage.

It will be seen from Table III that density estimates for 1955 and 1956 differ, the figures for 1956 being somewhat higher. Exclusion of industrial acreage reduces this difference, which would be further reduced by the subtraction of "other blocks" acreage.

Exclusion of these acreages, of course, also increases the estimated density.

Subdividing and Construction

On the basis of records maintained by the Branch no direct comparison can be made between number of lots contained in plans of subdivision and number of new building starts, with a view to determining supplies of available lots in the Province at a given time.

However, a rough comparison can be made between the rates at which these related activities are taking place in the case of residential development.



Briefly, the picture for 1956 was as follows:

While residential construction starts declined sharply over 1955 during the second half of the year, subdividing, on the basis of total plan acreage and number of residential lots in plans approved for registration, continued throughout the year at a substantially higher rate than in 1955. (3)

Figures in Table IV (A), based on information contained in "New Residential Construction" (pub. by Dominion Bureau of Statistics) show a Provincial drop of 9.7 per cent for the year with drops of 15.2 and 26.8 per cent in the third and fourth quarters. (4) This over-all Provincial decline was intensified in the case of the Municipality of Metropolitan Toronto, with a drop for the year, excluding the City of Toronto, of 21 per cent. (5) (See Table IV (B))

#### Comments (General)

##### Choice of Indicators

The main indicators of subdivision activity selected for comment and comparison above are total plan acreage and single family lots. The reason for this choice is that these items are the largest and most comprehensive, and would seem to be the least subject to variation due to local circumstances in the short time period covered. They appear also to be the main, if not only, items of possible significance in relation to short-term economic trends.

Component items, such as acreages proposed for industrial, commercial and public purposes, would be expected normally to be more subject to fluctuation over a short time-period in response to various conditions, local and otherwise. In the absence of long-term records, it would seem impractical to attempt to assess the significance of yearly changes in these categories - particularly in the case of industrial and commercial - without reference to their specific local and economic contexts.

- 
- (3) Reference has been made previously in this article to the drop in numbers of new draft applications during the latter part of 1956 and in 1957.
  - (4) D.B.S. figures for single family starts in the Province as a whole (not available by quarters) show a drop of 15.2 per cent for the year 1956, compared with 1955. Comparison of single family starts with starts of all residential units shows that the 1956 decline was almost entirely in this category (single family). Apartment unit starts for the Province as a whole were 26 per cent higher in 1956 than 1955.
  - (5) Residential construction starts in the City of Toronto - mostly apartment units - were almost 30 per cent higher in 1956 than in 1955. Including these, however, the drop in starts for the Municipality of Metropolitan Toronto was approximately 14 per cent in 1956.



### Average Lot Areas

Average lot areas have not been given in the tables. Net averages may be easily calculated by dividing the numbers of lots into the net acreages given. The resulting figures would appear to be of some interest and possible use in the case of single family residential, where they are fairly constant for the two years.

On this basis, the average URBAN single family lot size for the Province as a whole was approximately 7,150 square feet in 1955 and slightly higher - 7,300 sq.ft. - in 1956. However, two points should be noted concerning these averages: first, owing to ambiguity as to proposed residential use in the case of some plans, as between single and two-family use, there is probably a tendency in tabulating to include a small percentage of lots intended for two-family use in single-family figures; and, second, and more important, the figure, as a "mean" average, does not necessarily reflect the most frequently encountered lot area, which experience indicates is smaller. In this last connection, it will be readily recognized that in designing a plan, or a portion of a plan, with a certain standard lot size in mind, exigencies of topography and street layout, as well as market and building considerations, will nearly always result in creation of some lots of above standard size. This, in turn, will be reflected in an above-standard mean area - assuming, of course, that the problems are not "solved" simply by imposition of a uniform "grid" pattern of streets and lots! With the increasing popularity of curvilinear street patterns in recent years and the tendency to give more attention generally to the layout of lots in relation to topography and the siting of structures, simple average lot areas become less descriptive of common lot sizes.

### Creation of Lots By Means Other Than Registered Plan of Subdivision

Plans of subdivision, approved and registered pursuant to the provisions on The Planning Act, 1955, account for the bulk of all marketable lots created yearly in the Province as a whole. An additional number is created each year by other means, including (1) sales by metes and bounds description (2) consents, either by the Minister or by planning boards, pursuant to Section 24. Concerning these, the Branch has complete information as to the number of Ministerial consents, but only partial information concerning the number of local consents, based on planning board replies to an annual questionnaire. It has no information concerning the number of sales by metes and bounds. It is therefore impossible at the present time to give complete figures or compile reliable estimates as to the total number of lots created yearly in the Province.



## Definitions

Terms and abbreviations used in the subdivision tables following to denote services available, nature of land use etc., are listed below:

1. UR - Urban - Municipal water & sewer available  
SU - Suburban - Municipal water only  
RU - Rural - Neither municipal water nor sewers  
RE - Resort

A few partially serviced plans are listed as half-plans in UR and SU classifications.

2. S.F. - Single Family Lot; T.F. - Two-Family Lot;  
M.F. - Multi-Family Lot.
3. Public Purposes - Includes land set aside for public purposes, chiefly parks and school sites, pursuant to Section 26(5) and otherwise. Areas of common user are included in this classification.
4. Other Blocks - Comprises blocks not otherwise accounted for, mainly retained by the owner or otherwise reserved for future development.
5. All areas given in acres; street length in thousands of feet. Street area includes widenings dedicated as public highway. Owing to rounding, area totals may not cross-add to the final digit

- Notes:
- (a) Availability of Services - based on information supplied by the municipality concerning each application.
  - (b) Proposed Land Use - based on information supplied by the applicant as required by Section 26 of The Planning Act, 1955, and by municipality.
  - (c) All figures shown are subject to adjustment, on the basis of re-approvals, re-subdivisions and corrections of errors in tabulation. For the periods under review, however, such adjustments should not substantially alter the overall summary as presented.



TABLE I

SUMMARY OF SUBDIVISION PLANS  
APPROVED FOR REGISTRATION IN THE PROVINCE OF ONTARIO

(a) 1955 (b) 1956

| No. of<br>Plans  | T<br>y<br>p<br>e | Total<br>Area | R e s i d e n t i a l |              |              | Public<br>Purposes |              | Commercial |      | Industrial |      | Other<br>Blocks |      | Streets |      |     |      |      |
|--|------------------|---------------|-----------------------|--------------|--------------|--------------------|--------------|------------|------|------------|------|-----------------|------|---------|------|-----|------|------|
|  |                  |               | No.                   | T.F.<br>Area | S.F.<br>Area | No.                | M.F.<br>Area | No.        | Area | No.        | Area | No.             | Area | Length  | Area |     |      |      |
| (a) 370.   | )                | (7567         | 22153                 | 3643         | 909          | 156                | 149          | 100        | 388  | 555        | 274  | 230             | 288  | 834     | 157  | 491 | 963  | 1558 |
| ) 406.5  | )                | (9648         | 31435                 | 5278         | 945          | 168                | 255          | 207        | 573  | 980        | 468  | 277             | 165  | 359     | 158  | 288 | 1316 | 2089 |
| (a) 171  | )                | (3004         | 8192                  | 1909         | 25           | 5                  | 4            | 5          | 185  | 185        | 116  | 88              | 62   | 148     | 43   | 55  | 387  | 608  |
| ) 157.5  | )                | (2770         | 7188                  | 1720         |              |                    | 3            | 12         | 197  | 157        | 14   | 25              | 187  | 207     | 71   | 93  | 356  | 555  |
| (a) 180  | )                | (3413         | 5194                  | 2536         | 5            | 2                  | 1            |            | 129  | 91         | 131  | 65              | 11   | 3       | 24   | 109 | 391  | 606  |
| ) 154.5  | )                | (3246         | 5191                  | 2440         |              |                    | 4            | 8          | 117  | 134        | 45   | 33              | 1    |         | 32   | 44  | 376  | 588  |
| (a) 133  | )                | (2858         | 2855                  | 1987         |              |                    |              |            | 75   | 201        | 35   | 80              |      |         | 41   | 232 | 233  | 358  |
| ) 113.5  | )                | (2268         | 2819                  | 1540         |              |                    |              |            | 100  | 135        | 16   | 21              |      |         | 29   | 185 | 267  | 387  |
| N o t e : Included in the URBAN figures above are four plans for the re-location of St. Lawrence Seaway Valley residents, summarized as follows: (a) 1955 (b) 1956 |                  |               |                       |              |              |                    |              |            |      |            |      |                 |      |         |      |     |      |      |
| (a) 1  | )                | ( 205         | 320                   | 79           |              |                    | 4            | 12         | 9    | 41         | 2    | 30              |      |         | 2    | 1   | 26   | 41   |
| ) 3  | )                | ( 576         | 1121                  | 274          |              |                    | 4            | 10         | 26   | 88         | 26   | 61              | 4    | 18      | 3    | 8   | 71   | 118  |



TABLE I (A) <sup>1956</sup> Showing per cent change 1955 in (1) total plan acreage, and (2) number of single family lots contained in URBAN plans of subdivision approved for registration in the Province of Ontario.

|                | URBAN Plan Acreage<br><sup>1956</sup><br>% change 1955 | URBAN Single Family Lots<br><sup>1956</sup><br>% change 1955 |
|----------------|--|--|
| 1st Quarter    | 19.7   | 50.4   |
| 2nd Quarter    | 21.6 (11.7)*   | 31.3 (24.9)*   |
| 3rd Quarter    | 39.9 (24.7)*   | 54.6 (43.8)*   |
| 4th Quarter    | 25.7 (47.2)  | 33.2 (44.1)*   |
| Total for year | 27.5 (23.2)*   | 41.9 (38.8)*   |

TABLE I (B) Showing (1) total plan acreage and (2) number of single family lots contained in combined SUBURBAN and RURAL plans approved for registration as a per cent of total acreage and single family lots in all plans approved for registration. (Excluding RESORT and Seaway re-location plans).

|  | 1955 | 1956 | <sup>1956</sup><br>% change 1955 |
|--|------|------|----------------------------------|
| Combined SU and RU plan acreage as a per cent of total acreage       | 46.5 | 39.9 | - 6.6                            |
| Combined SU and RU single family lots as a per cent of total SF lots | 38.0 | 29.0 | - 9.0                            |

\* Bracketed figures show per cent change excluding Seaway Plans.



TABLE I (C)

Showing - per cent change <sup>1956</sup>1955 in (1) total acreage, and (2) number of single family lots contained in combined URBAN, SUBURBAN and RURAL plans of subdivision approved for registration during 1955 and 1956 in the Province of Ontario.

|                | Combined UR, SU & RU<br>acreage |                     | Combined UR, SU & RU<br>S.F. Lots |                     |
|----------------|---------------------------------|---------------------|-----------------------------------|---------------------|
|                | % change                        | $\frac{1956}{1955}$ | % change                          | $\frac{1956}{1955}$ |
| 1st Quarter    | - 4.0                           |                     | 18.7                              |                     |
| 2nd Quarter    | 18.9                            | (13.1)*             | 25.9                              | (21.6)*             |
| 3rd Quarter    | 29.6                            | (20.7)*             | 35.0                              | (28.5)*             |
| 4th Quarter    | - 3.5                           | ( 3.1)*             | 8.2                               | (13.0)*             |
| Total for year | 12.0                            | ( 9.5)*             | 23.2                              | (21.2)*             |

\* Bracketed figures show per centage change excluding Seaway re-location plans.



# SUMMARY OF SUBDIVISION PLANS APPROVED FOR REGISTRATION IN THE METROPOLITAN TORONTO PLANNING AREA

(b) 1956

[illegible]



TABLE II (A)

1956

Showing per cent change 1955 in total plan acreage and number of single family lots in (1) URBAN plans and (2) combined URBAN, SUBURBAN and RURAL plans approved in Metropolitan Toronto Planning Area, compared with Province as a whole (excluding Seaway and RESORT plans).

|                                       | Total Plan Acreage |                         | % change<br>1956<br>1955 | Single Family Lots |                         | % change<br>1956<br>1955 |
|---------------------------------------|--------------------|-------------------------|--------------------------|--------------------|-------------------------|--------------------------|
|                                       | UR                 | Combined<br>UR, SU & RU |                          | UR                 | Combined<br>UR, SU & RU |                          |
| Metropolitan Toronto<br>Planning Area | 8.2                |                         | 6.2                      | 10.8               |                         | 6.5                      |
| Province of Ontario                   | 23.2               |                         | 9.5                      | 38.8               |                         | 21.2                     |

TABLE II (B)

Showing (1) total plan acreage and (2) number of single family lots contained in plans approved for registration in the Metropolitan Toronto Planning Area as a per cent of total acreage and single family lots in all plans approved for registration in Ontario. (Excluding Resort and Seaway Re-location Plans).

|      | Total Plan Acreage | Single Family Lots |
|------|--------------------|--------------------|
| 1955 | 29.7               | 37.7               |
| 1956 | 28.8               | 32.4               |



TABLE III

Estimated number of Dwelling Units per gross acre of URBAN (fully serviced) subdivided land in (1) Metropolitan Toronto Planning Area, excluding City of Toronto, (2) Remainder of the Province. Multi-family estimated at 30 units per acre.

|   | 1955       | 1956       |
|---|------------|------------|
| (1) Metropolitan Toronto Planning Area                | 4.1 (4.4)* | 4.4 (4.6)* |
| (2) Province, less Metropolitan Toronto Planning Area | 3.1 (3.6)* | 2.9 (4.0)* |

\* Bracketed figures show estimated density per gross acre, excluding industrial acreage.

TABLE IV (A) Construction of new dwelling units in Ontario during 1955 and 1956.

|                | Starts |       | % change<br>1956<br>1955 |
|----------------|--------|-------|--------------------------|
|                | 1956   | 1955  |                          |
| 1st Quarter    | 6233   | 6184  | -0.8                     |
| 2nd Quarter    | 17299  | 16303 | 6.1                      |
| 3rd Quarter    | 15991  | 18417 | -15.2                    |
| 4th Quarter    | 9189   | 12552 | -26.8                    |
| Total for year | 48712  | 53456 | -9.7                     |

Source: New Residential Construction  
(D.B.S.)



TABLE IV (B)

Construction of new dwelling units in Municipality of Metropolitan Toronto during 1956 and 1955.  
(Excluding City of Toronto).

|                | Starts |       | % change<br><u>1956</u><br>1955 |
|----------------|--------|-------|---------------------------------|
|                | 1956   | 1955  |                                 |
| 1st Quarter    | 2275   | 2528  | -10.0                           |
| 2nd Quarter    | 3728   | 4238  | -11.8                           |
| 3rd Quarter    | 4946   | 6117  | -19.1                           |
| 4th Quarter    | 2399   | 4019  | -40.3                           |
| Total for year | 13358  | 16902 | -21.0                           |

Source: New Residential Construction  
(D.B.S.)



## COMMITTEE OF ADJUSTMENT CONFERENCE MAY 30 AND 31

Members and staff of Committees of Adjustment throughout Ontario have been invited to participate in a conference May 30 and 31 in Toronto, sponsored by the Community Planning Branch.

Purpose of the meeting is to study the function, organization and procedures of committees of adjustment.

The importance of these agencies in the municipal administrative and legislative structure is emphasized by the growing number of committees and by the volume of applications handled.

With the experience gained in recent years, it is felt that those engaged in this work are now in a position to profit from the inter-change of ideas and information possible at a Province-wide meeting.

The conference will be held in the Debates Room at Hart House, University of Toronto. Following an official welcome by the Hon. W.M. Nickle, Minister of Planning and Development, the program for the first day, as tentatively arranged, will include talks on the historical development of committees of adjustment and on the context within which they are designed to operate. These will be followed by sessions devoted to study of sample cases and a forum discussion for committee staff members only.

Program for the second day includes a talk on the role of the Ontario Municipal Board by Mr. Lorne Cumming, Chairman of the Board; a panel discussion on the considerations of a Committee of Adjustment; notes on decisions and submissions; and a general discussion period.

Provision is being made, through pre-arranged appointments, for interviews with Branch staff.

Further information is contained in a program notice being sent to all committees and may also be obtained from the Zoning and Committee of Adjustment Section of the Community Planning Branch.

### ONTARIO PLANNING - SUBSCRIPTIONS

ONTARIO PLANNING is still available at a subscription rate of \$1.50 for 10 issues a year. Any one person or group ordering more than four subscriptions per year will receive those subscriptions above four at a \$1.00 rate.

Back copies of ONTARIO PLANNING are available at the above subscription rates, and single copies may be obtained for 25¢ each.

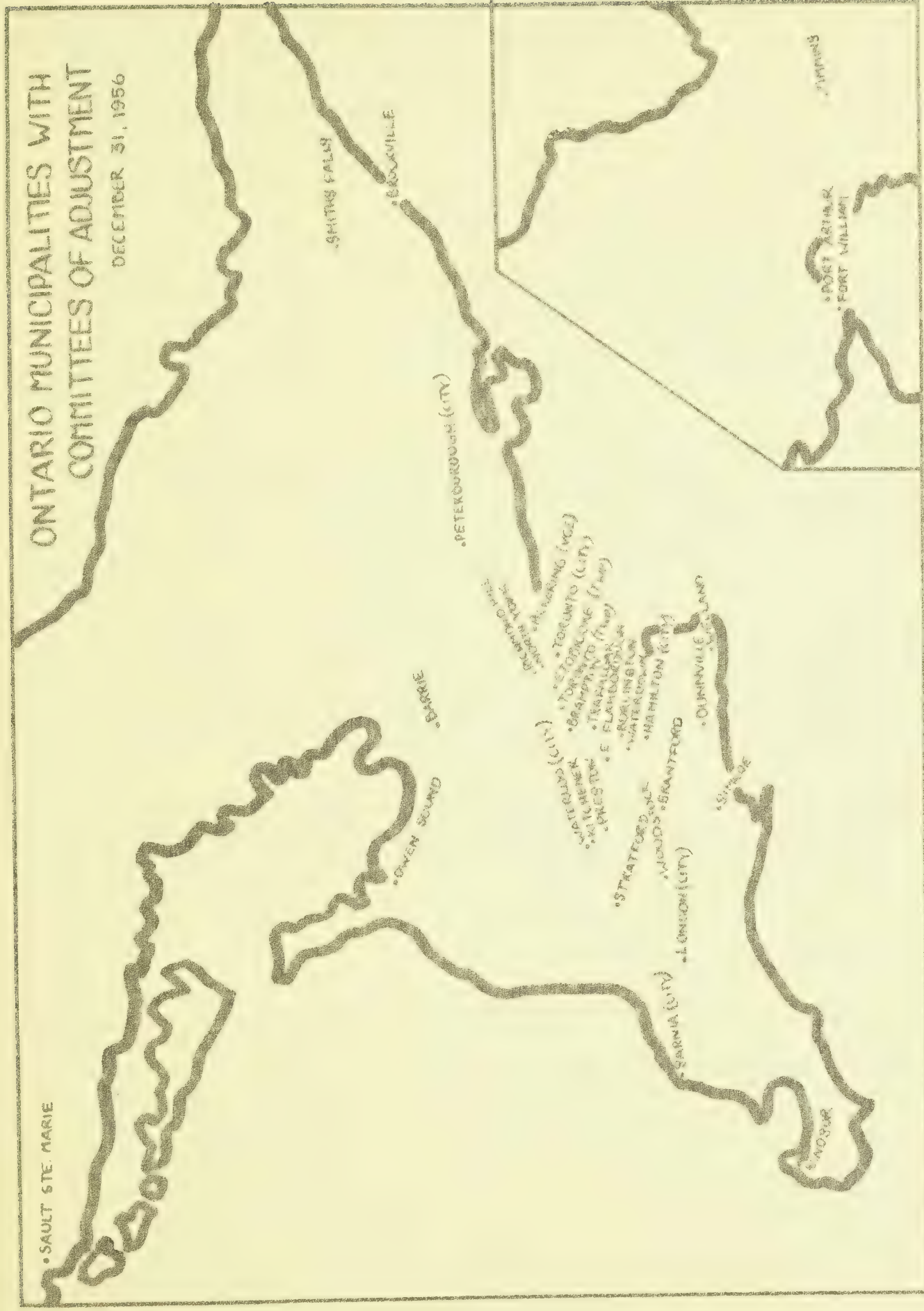
Cheques should be made payable to the Treasurer of Ontario, Dept. of Planning and Development, 454 University Avenue, Toronto, Ontario.



• SAULT STE. MARIE

# ONTARIO MUNICIPALITIES WITH COMMITTEES OF ADJUSTMENT

DECEMBER 31, 1956





Briefly Noted

Planning Areas: - The Minister recently defined the following single independent planning areas: - The Alliston Planning Area (Town of Alliston) and the Huntsville Planning Area (Town of Huntsville). The boundaries of the Cochrane Planning Area were recently altered to include part of the Township of Glackmeyer and part of the unorganized Township of Lamarche, which changes it to a joint planning area.

Planning Board - Secretary-Treasurers: - The following changes were noted during the first two weeks in April - Mr. Malcolm Mathers (Town of Goderich) and Mr. W. Bowers (Wallaceburg). Mr. B. Thompson has been appointed as acting Planning Administrator of the Fort William Planning Board. Mr. E.J. Engelmann has been confirmed in his position as secretary-treasurer of the Windsor and Suburban Planning Board.

Planning Board - Members: - Recent appointments and approvals of membership to planning boards are as follows: - Dr. E. Clouthier, Chairman (Huntsville); Messrs. Coll McNaughton, Chairman, and Clayton Lindsay, Vice-Chairman, (Twp. of Chatham); Messrs. Harvey Little, Foley Ingram and Peter McLay (Aylmer and Malahide); Messrs. Peter Stewart, Robert Vivian, Wolfgang Villain, Dennis Wright, John Davison, William Olynyk, Alex Wilson, Enid Wood (Dryden).

Committee of Adjustment: - Members appointed to the newly formed committee of adjustment for the Township of Sandwich West are as follows: - Messrs. Timothy Coughlin, O.E. Langlois, Clarence Cole. Messrs. S.W. Woods and C.K. Jutten have been reappointed to the Committee of Adjustment for the City of Hamilton.

Manitouwadge - A New Ontario Mining Community

Published as a supplement to this issue of ONTARIO PLANNING is a progress report on the new town of Manitouwadge. Previous articles dealing with new Ontario townsites include an article on Elliot Lake (March 1956 issue) and an introductory article on Manitouwadge (December 1954).



NA ONTARIO PLANNING  
9130 " NEWSLETTER

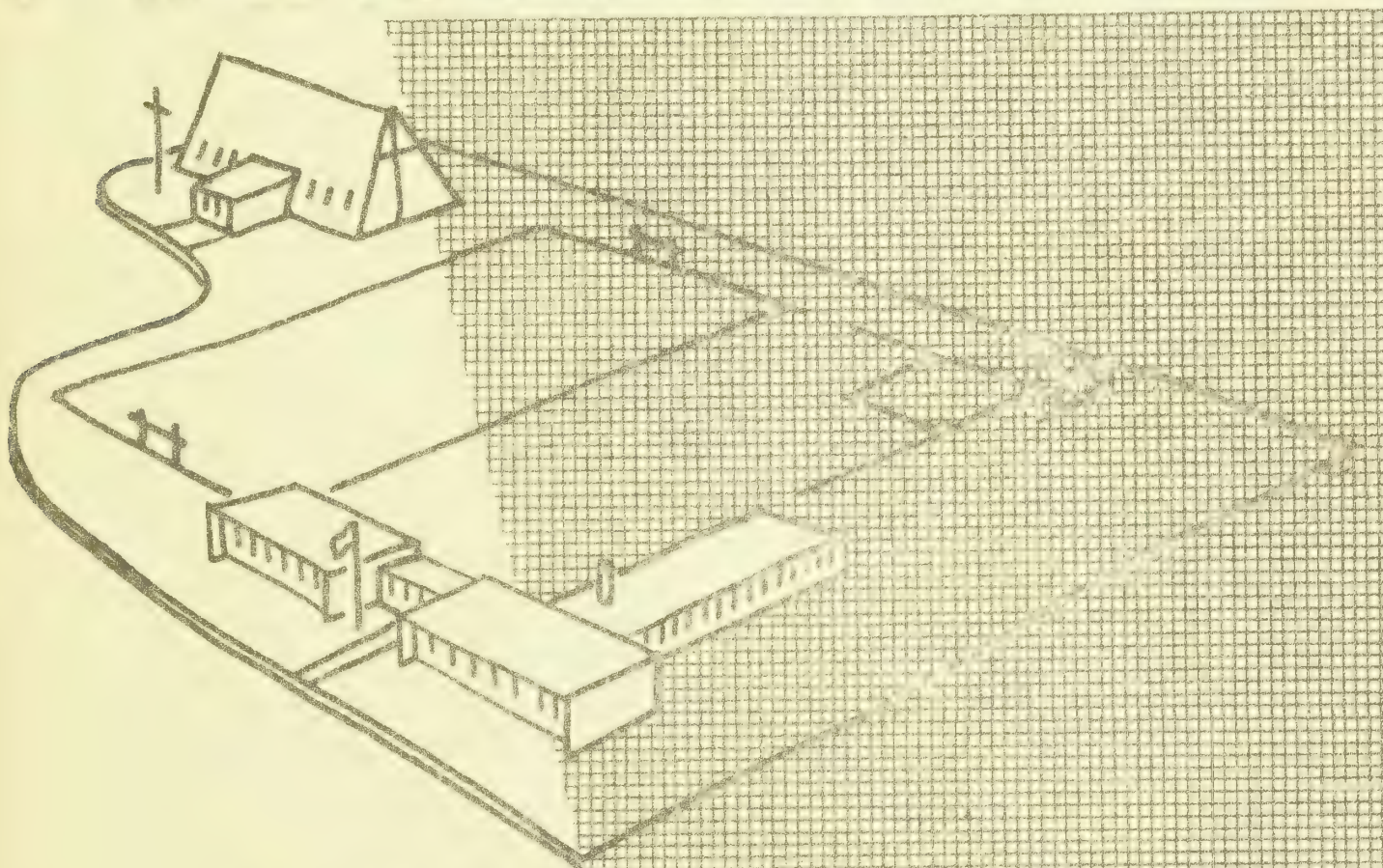
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ONTARIO  
SUPPLEMENT  
PLANNING

VOL 4 • NO 2 • 1957

# MANITOWADGE



A NEW  
ONTARIO  
MINING

CONVENTION



## MANITOUWADGE

### A NEW ONTARIO MINING COMMUNITY

The legendary story of Manitouwadge began many years ago - before the White-man had come to Canada - when there flowed a great stream in the northern wilds of Ontario. It was along this stream one day that Manitou, the mighty Indian Spiritual Father, weary from his day's labour, was sailing in a canoe to which was fastened a rudder, when he noticed a huge Canada goose flying into the sunset. Being hungry, Manitou quickly drew an arrow from his quiver and, putting it to his bow, shot the huge bird.

The huge bird splashed to the shallow shore waters of the stream where, at the same time, it pushed up the land below its tummy into a ridge and created such a disturbance in the waters that the rudder was torn from Manitou's canoe and, along with a large fish, was cast to the shore of the stream near to where the huge bird lay. Such a quantity of water was splashed from the stream that all the little lakes in northern Ontario were formed where the waters landed; and what was before shallow waters of the stream became dry land.

When the spectacle had settled, Manitou made his way to shore where he took up the huge Canada goose and the large fish; and then stood to watch the soft sky as it was painted with delicate hues of red by the sun dipping below the velvet horizon. Darkness fell, and Manitou feasted on the game before he rested the night.

In the morning Manitou feasted again - and he was so filled with a sense of well-being by all that had taken place that he at once set about creating. Into the depressions formed in the ground by the huge Canada goose, the large fish, the rudder from his canoe and the footprints of his moccasined feet he poured water and thereby made them lakes. Of the ground that was pushed up by the tummy of the huge Canada goose he made a range of high hills. Of the ground that was pushed up between the footprints of his moccasined feet where he had stood the night before he made a little snake-like esker. From the copper rings around the shaft of the arrow and the copper arrow head, which were embossed with designs in iron, lead and zinc, he formed ore bodies. From the wood shaft of the arrow he made deciduous trees, and from the wooden rudder he made coniferous trees - and with these Manitou forested the area. Finally, of the feathers from the arrow he made all the creatures of the forest.



Manitou looked around and was extremely pleased with his work. It was then, to commemorate his stay, that Manitou before departing named the place "Manitouwadge", which means literally "Lodge of the Great Spirit".



This is how the Manitouwadge country was formed and named - and, incidentally, why now the canoe is without a rudder . . . .

The legend, of course, is purely imaginary and has no real historical significance since Manitou unfortunately, or fortunately, kept no written records. The legend does serve, however, to provide Manitouwadge with something of an early traditional past - such as that which, if it were real, would likely be jealously guarded and become an important part of the planning programme of the Ontario town or city in possession of it.

The real or historical story of Manitouwadge began in the Fall of 1953, when three men from Geraldton - Roy Barker, a carpenter, Bill Davidowich, a pulp - cutting foreman, and Jack Forester, a car dealer - flew into the Manitouwadge Lake area and discovered a triangular shaped copper ore body which they staked and sold to the General Engineering Company who subsequently developed the Geco Mine, the first mine in the area. The discovery precipitated a mining rush into the area; and it was not long before others discovered a three-disc shaped copper ore body which resulted in the development of the Willroy Mine, the second mine in the area.

In the past, the average mining towns of Ontario had boomed carelessly into the surrounding countryside with little regard to the effect their haphazard growths would have upon their inhabitants. Here were to be found the "Company" stores, or the frontier false-fronted commercial buildings, built tightly into congested one-street commercial centres; the shack houses sprawled loosely over the stripped rock between mine mills and headframes; the communities aggravated by confused circulation systems; and, amidst the smelter fumes, the peripheral fields and forests vainly trying to grasp an existence out of rock - well eroded because of the lack of vegetation.

Stimulated by this experience, and knowing that the success of their operations depended so much upon the well being of their employees, representatives of Geco Mines Limited, realizing also their own limitations in the field of townsite design, requested the Ontario Government to take the initiative in developing a townsite which would meet both the known needs of Geco and the anticipated needs of the entire area.

The Ontario Government decided to take up this responsibility.

On March 26, 1954, the legislature amended the Mining Act to provide that the surface rights of mining claims could be reserved by the government through Order-in-Council for purposes of developing townsites in those areas where they were required. Supported with this legislation, on June 19, 1954, a team of government officials from the Department of Mines, Lands and Forests, Municipal Affairs, Planning and Development, Highways, and Health, together with representatives of the pulp and paper interests, the mining interests, and the Canadian National and Canadian Pacific railways, flew into the Manitouwadge area and subsequently reported to the government.

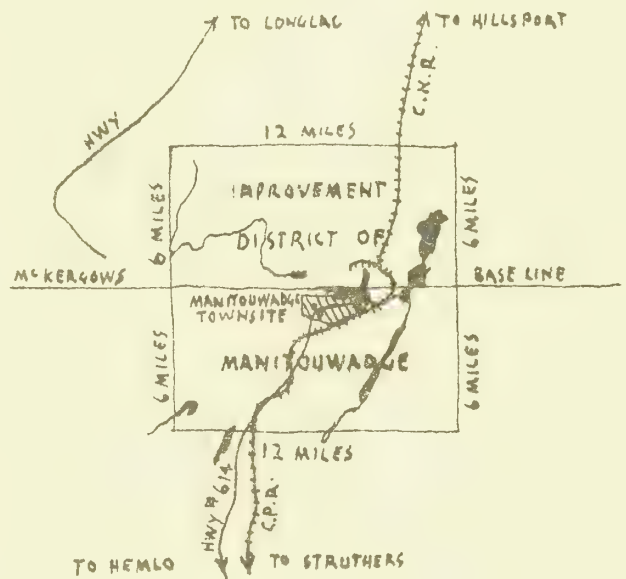
To formulate the government's policy with respect to new mining towns a Cabinet Committee on Townsites, consisting of the Ministers of the Departments of Mines, Lands and Forests, Municipal Affairs, and Planning and Development



under the chairmanship of the Minister of the Department of Municipal Affairs, was set up at the Executive level of government; and to carry out this policy an Administrative Subcommittee on Townsites, consisting of senior representatives of the above Departments under the chairmanship of the representative from the Department of Planning and Development, was set up at the Administrative level of government. The latter Committee was not to limit itself in operation but could, and in fact does, consult with other Departments of the government or agencies.

The Administrative Subcommittee on Townsites soon after it was formed recommended that the Department of Planning and Development, which had a permanent staff of competent planning personnel, be given the responsibility of locating, carrying out the necessary basic surveys, and designing the new towns; provided that all recommendations of that Department would be subject to the approval of the Subcommittee. On this basis, in the Fall of 1954, the Community Planning Branch was authorized to proceed with the necessary studies for the Manitowadge Townsite - the pilot town of this new field of governmental planning responsibility.

When the townsite was located, in order to control fringe area development and also to ensure that the Municipality would have use control over not only the townsite and the industrial activities but also over that land which could logically be utilized by the Municipality, municipal boundaries were defined to cover an area 12 miles square and approved by the Ontario Municipal Board. The area actually reserved to the Crown and subsequently sold to the Municipality for the Manitowadge Townsite amounted to only some 1600 acres. As there must be some form of local government, the Municipality was incorporated under the Municipal Act as an "Improvement District"; which is administered by a Board of Trustees (3 members) appointed by the Lieut. Governor-in-Council to act during his pleasure and which comes under the direct supervision of the Department of Municipal Affairs.



Under these organizations tree clearing operations were carried out under the supervision of the Department of Lands and Forests and the planning of Manitowadge was developed to the point where, at Fort William, on May 4, 5 and 6, 1955, lots in the new townsite were sold and soon thereafter the actual construction started. During this construction, in August 1955, at the request of the Board of Trustees, and because this was the government's first experiment in the development of new towns, the Manitowadge Project Planner was placed on loan to the Municipality to assure that the development was carried out and that the original planning was followed through for what was hoped would be a model community.



By November, 1955, Manitouwadge was already a bustling little community connected to the outside world by a highway from Hemlo, by the Canadian National Railway from Hillsport, and by the Canadian Pacific Railway from Struthers. Neighbourhood #1 and phase #1 of the Central Commercial area were serviced with road, sewerage, water supply, hydro-electric and telephone systems and the service industrial area was serviced by road, hydro-electric and telephone systems. The town could boast at this time of a temporary two-room school in operation, a permanent six-room school under construction, an outdoor skating rink, some fifty houses in neighbourhood #1, and a 25-room hotel, a permanent telephone exchange, and a bank under construction in the central commercial area, and a truck terminal, a bulk oil plant, and a lumber yard in the service industrial area.

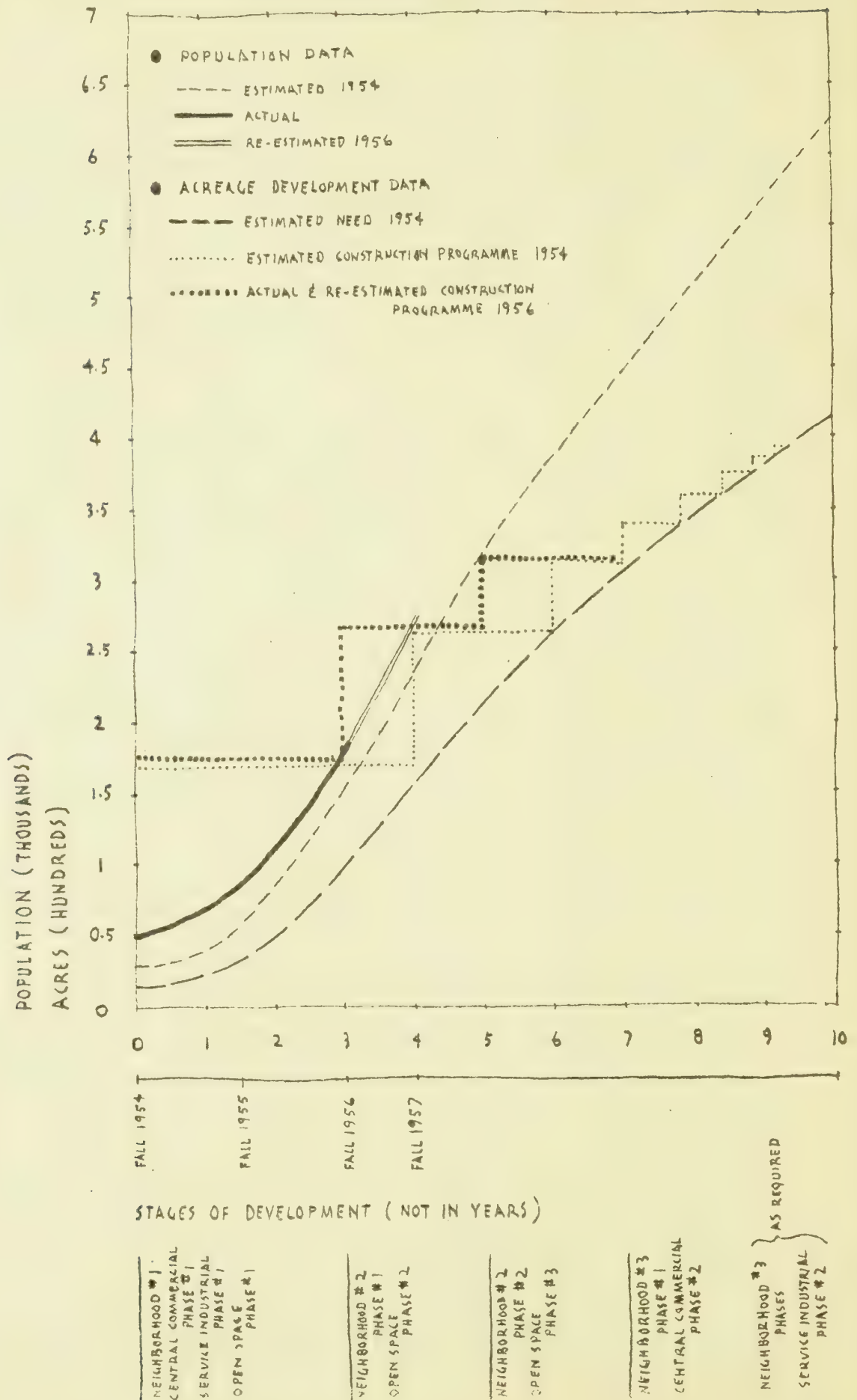
During 1956 the town again forged ahead. Neighbourhood #2 was selectively cleared of trees and half of it serviced with road, sewerage, and water systems with a start made on the hydro-electric and telephone systems; and the service industrial area was serviced with a water supply system. Neighbourhood #1 was enhanced by the completion of the six-room permanent school, the erection of a teachers residence and some additional 150 houses, and the construction of a service station. Along with the completed 25-room hotel, permanent telephone exchange, and bank in the central commercial area were added temporary police and municipal offices, a dry goods store, a drug store, two taxi offices, a department store, and the beginnings of a restaurant; while in the service industrial area three more bulk oil plants, a repair garage, a carpenters shop, a railway storage shed, and a municipal works service building were built. In this period also, areas for temporary housing accommodation were made available for construction purposes by the municipality, an airline service was located on the shores of Manitouwadge Lake, storage and camp buildings were completed at the Department of Lands and Forests Station, and community facilities, including a 2-sheet curling rink with a hall, dock facilities for the local "yacht club", and a bathing beach, were made available to the community.

Indications are that the year 1957 will see a continuance of construction activity in the townsite. The municipality is contemplating the construction of storm sewer and trunk sewer extension systems in the central commercial area, a pressure sewer line from the town to a proposed sewage disposal plant to be located at Rudder Lake, and, if necessary, all the services required to complete neighbourhood #2. Also contemplated is the erection of an eight-room addition to the permanent school in neighbourhood #1, a 25-bed hospital and a nurses residence, and a garbage incinerator. Private enterprises have already contracted for the construction of a 300-seat movie theatre in the central commercial area and are contemplating extensive construction of other buildings in this area as well as the construction of over an additional 100 houses in neighbourhoods #1 and #2.

The growth of Manitouwadge lies somewhere in the realm of the fantastic - especially when one considers the amount of organization, planning, and construction accomplished in so short a period of time. However, probably the most impressive of these achievements, in terms of effect on the growth of the community and on the everyday life of its inhabitants, is that of planning.

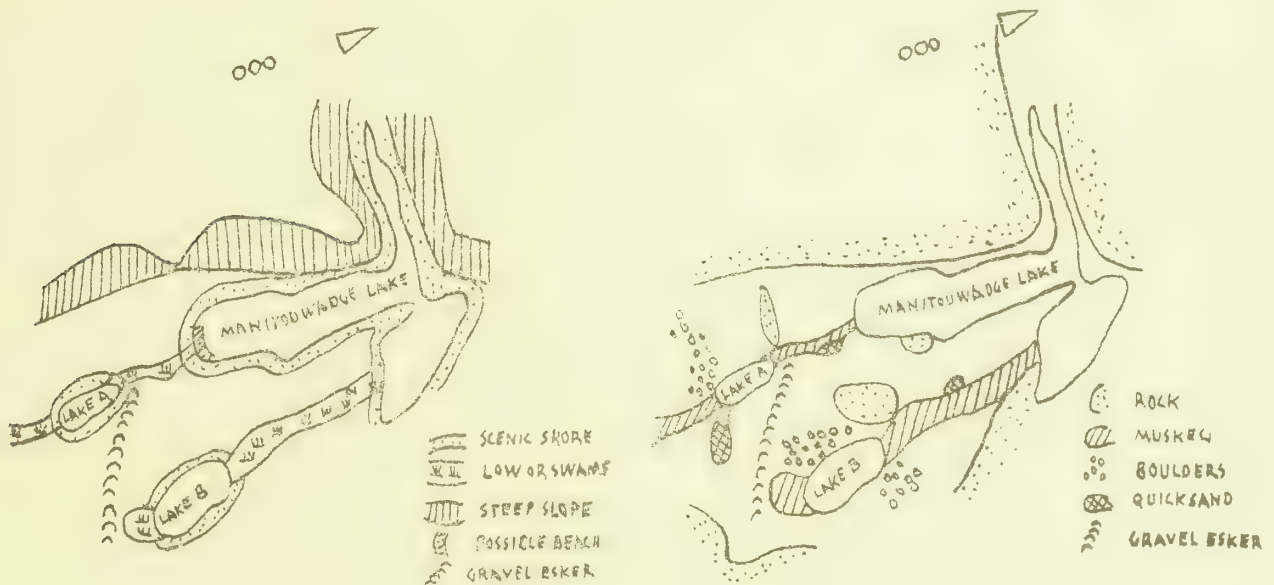
Before any actual planning of the Manitouwadge Townsite could begin, it was first necessary to estimate the population which would probably be generated by the mining interests and possibly the pulp interests in the

# ● POPULATION AND ACREAGE DEVELOPMENT CHART



area. Studies were carried out which indicated that there was a definite relationship between this population and the actual employees of the various primary industrial activities - particularly in the field of extraction of base metals from the earth. Other studies carried out indicated that there were definite relationships between the residential, commercial, secondary, industrial and open space requirements and the total population in the area. Based on these studies - the population growth characteristics, land and building requirements were then estimated for the Manitowadge townsite; and on this information was based the staging of a programme for development, as indicated on the Population and Acreage Development Chart. It is of interest to note here that during the time of development it became apparent that the lack of multiple family dwelling construction would result in an increased demand for one- and two-family dwellings before their planned availability; and so for this reason, the construction programme was advanced as indicated on the chart.

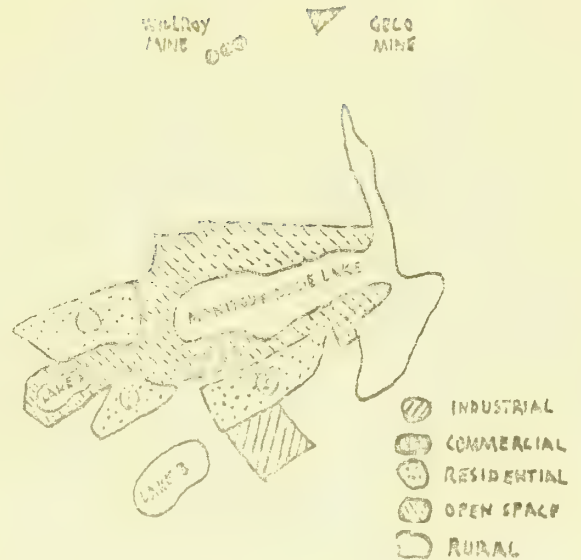
It was necessary, also, that studies be carried out on the potential site itself to determine the land areas which could be economically developed into a townsite. A survey of those main surface features which would likely limit and have a definite influence on the layout of the townsite - such as hills, eskers, steep slopes, low lying or swampy land, lakes, scenic shores,



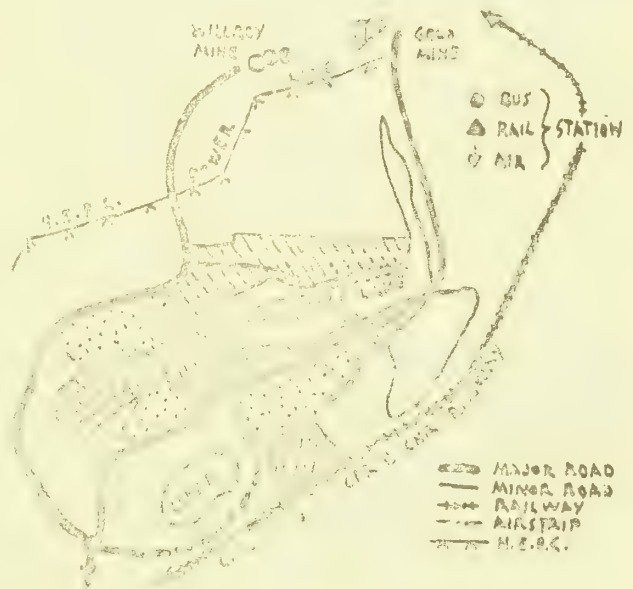
beach sites, tree dispersement, drainage characteristics, etc. - were determined first from aerial surveys. From this information an area was delineated over which a ground survey was then carried out to supply more accurate data of this nature, as well as the actual ground contours; and soil borings were made to accurately determine areas of rock, boulders, quicksand, muskeg, gravel, and soil characteristics to a depth of approximately 10 feet.



In planning Manitouwadge, based upon all the foregoing information, the townsite was first divided into five different land uses - residential, commercial, service industrial, open space, and rural, - with the result that its pattern was thus made organic and quite different from the shapeless growths of the Ontario mining towns of the past. Each of the residential sectors was then given its own centre comprised of a neighbourhood shopping centre, a school site, and church sites. The system as a whole became a cluster of neighbourhood centres grouped about the central commercial centre - the heart of the town.



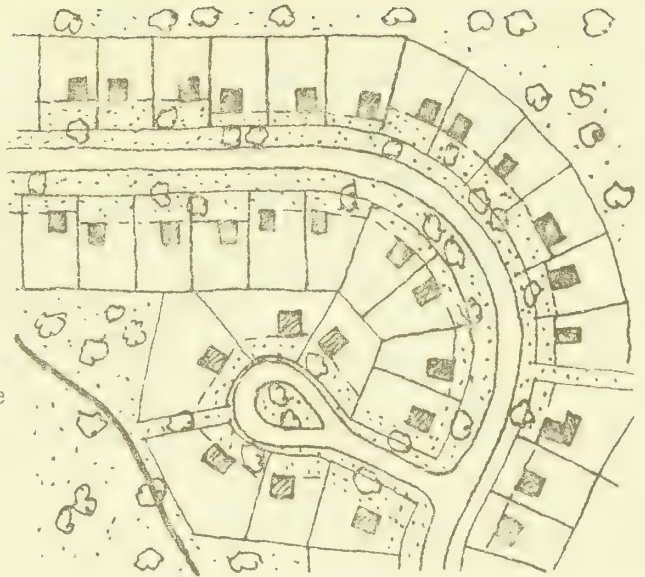
To provide a simple and direct circulation system between the different sectors of the town, to the two mines, and to the regional area, a basic road pattern over which the traffic could flow easily was then laid out; and the railway line, used by both the Canadian National and the Canadian Pacific railways, was next located to the south of the townsite adjacent to, and integrated into, the service industrial area which it was to serve.



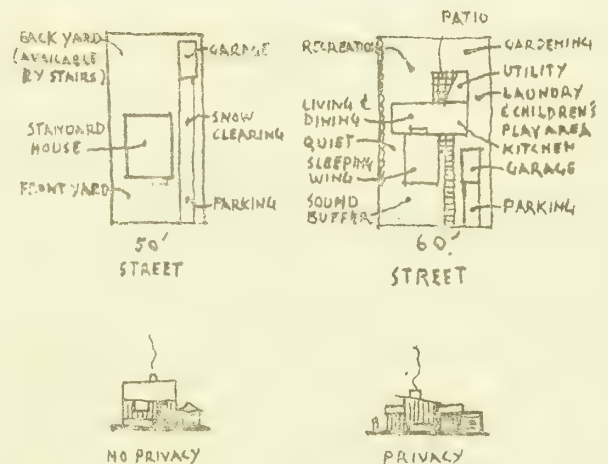
In the residential sectors themselves, an attempt was made to preserve and integrate into its design as much of the natural beauty and physical features as possible. Streets were laid out to flow freely over the contours of the natural grade and give access to the neighbourhood centres, the one- and two-family lots, the multiple family lots, and to the service station lots at the peripheries of the neighbourhoods. The neighbourhoods were selectively cleared of trees (those trees with a trunk of 20 feet clear to the first branch were saved in neighbourhood #1, but a high mortality resulted from sun and wind burn, frost, etc.; so in neighbourhood #2 only those trees 25 feet in



average height and under were saved - with a result of low mortality and the added advantage of being able to remove easily the smaller trees where necessary for power lines, roads, or even for landscaping purposes by the home owners). The streets themselves were protected from mazes of overhead wires by erecting the hydro-electric and telephone lines along the rears of the lots and by placing the main telephone trunk lines underground. To further enhance the streets, it was made obligatory under the Zoning By-law for houses to be varied in external design and colour and to be erected in conformity to a set staggered system of setbacks from the street lot lines.

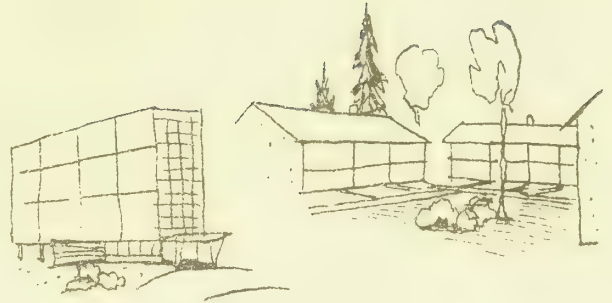


Within the residential areas, also, the one- and two-family lot sizes were varied with a minimum lot size of 5,000 sq. ft. In neighbourhood #1 most of the lots were of the minimum size - which permitted the erection of a standard N.H.A. designed house with a garage. During construction it was realized that the extra cost involved to build an attached garage as compared to a detached garage was approximately equivalent to the cost of providing an extra 10 feet to the width of a lot. Accordingly, in neighbourhood #2 most of the lots were laid out on the basis of 6,000 sq. ft. minimum lot size in order to permit not only the former types of houses with garages, but also other types of houses with garages - such as the T-, L-, and U-shaped houses, etc. - which make better use of the lots for play, recreation, gardening, laundry drying, outdoor living, etc.





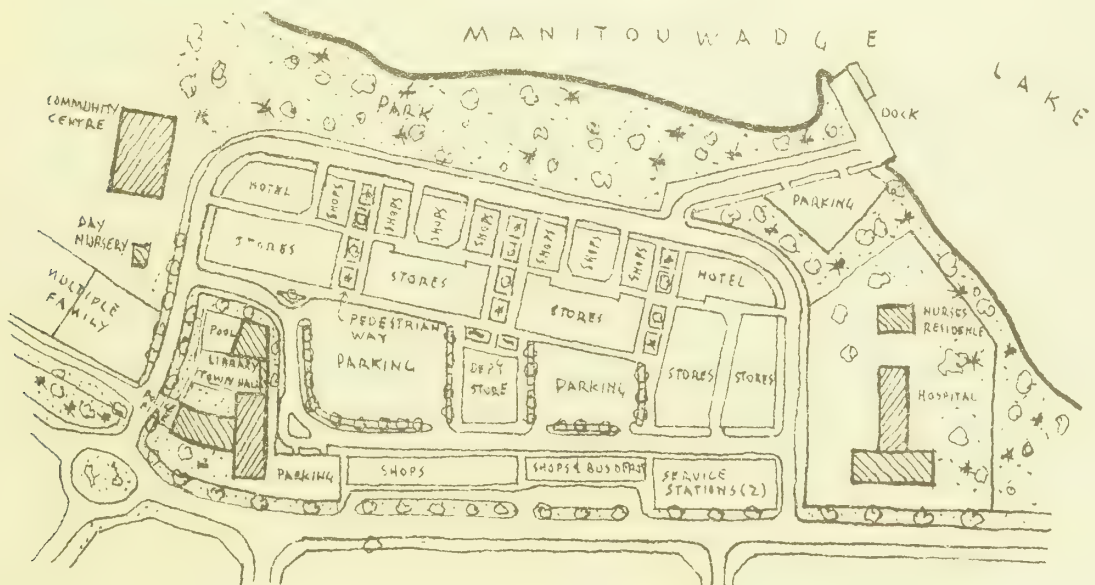
Multiple family lots were provided in each of the three residential areas to permit the development of apartments and group dwellings for the purpose of assuring a variety of dwelling types in the community.



MULTIPLE-FAMILY  
12 UNITS  
PARKING REQUIRED

GROUP DWELLING  
COURT ARRANGEMENT  
PARKING REQUIRED

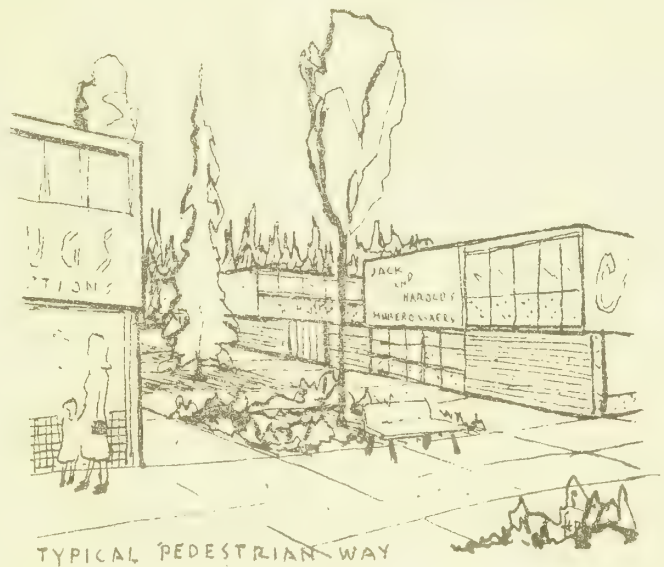
One of the first requisites of planning the Manitowadge town centre was that of separating the pedestrians from the automobiles. Automobiles were permitted to reach the town centre, by-pass it, drive around it on a loop road, or enter into it to park or circulate to a limited extent for the purposes of parcel pickup or delivery - but other than this, all space surrounded by the loop road was kept free of the automobile and for the exclusive use of the pedestrian.





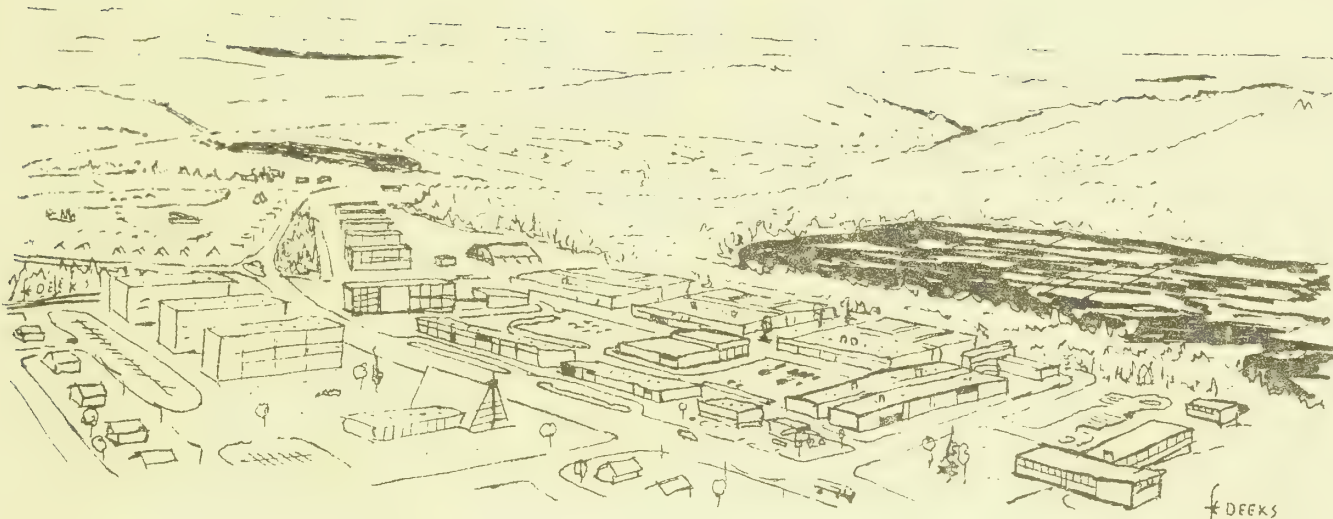
Open areas were provided in the design of the town centre for public gatherings, - the formal town hall garden square, the semi-formal pedestrian ways and walks, and the informal parking areas and community centre grounds. An attempt was also made to design the town centre in such a way that in the future, covered streets might be built by the municipality to protect the pedestrian from the rain and snow.

Landscaping was made an integral part of the scheme. To screen the area from the noise and fumes of motors, the parking areas were designed to be surrounded with boulevards of grass, trees, and shrubs. The pedestrian ways were provided with planting areas so that the pedestrian might be afforded shade and protection from the winter winds. The whole landscaping scheme was arranged so that it would be in full harmony with the architectural shapes of the buildings.



Since competitive individual business is the expression of Ontario shopping centres today - an attempt was made in the Manitouwadge town centre to lay out most of the commercial properties in structurally economical modular widths of 17 feet by 50 to 115 feet in depth; and thereby permit the purchases of properties in suitable widths by either the small or large business concerns. To preserve harmony in the centre, which is only possible when all the parts are subjected to the whole, certain overall rules were imposed through a Zoning By-law which basically limited the minimum and maximum sizes and the heights of the buildings, the sizes and locations of their signs, and which insured that vision of unsightly areas would be precluded from the pedestrians through the design of the building or by the use of fences or hedges. In this manner free competition was permitted to exist in the town centre within a unified overall architectural frame and therefore in harmony with the general pleasantness of the town centre.





Organization and construction accomplishments behind the growth of Manitouwadge have made the town a reality, but because of planning - Manitouwadge has become more than just so many streets and buildings - it has become an expression of a new way of living for the mining communities of northern Ontario.

F.H.D.



# ONTARIO PLANNING

Vol. 4, No. 3-1957

## STEPS TOWARDS REDEVELOPMENT

Past articles in ONTARIO PLANNING\* have shown how general planning for the entire community should precede redevelopment, since redevelopment is but a part of the total planning process. The purpose here is to suggest the procedures or steps that should be taken before a request is made to the Minister of Planning and Development to approve the designation of an area for redevelopment under the provisions of section 22 of The Planning Act, 1955.

This article is concerned with redevelopment in general and as defined in The Planning Act, 1955.

Redevelopment is viewed as an implementation of planning, closely integrated in the normal planning process and forming a vital part of an overall community development program. It is extremely important for planners to maintain this perspective, if redevelopment is to be of greatest benefit to the community at large. To emphasize the position of redevelopment in the planning process, the following basic assumptions are offered:

First, redevelopment must be justified in terms of its contribution toward the sound development of the total community. This expands the use of redevelopment from substandard residential areas with which it has been chiefly associated in the past (e.g. Regent Park in Toronto) to a variety of other land uses. Redevelopment in its most useful sense is concerned with the most appropriate re-use of a given area of land - "most appropriate" meaning in this context best suited from both the social and economic viewpoints in terms of the overall development programme -

"Urban Renewal" is something that people inside and outside the planning field are hearing a good deal about these days. It can be described as a three-sided approach to the job of renewing our communities. The three sides - each of equal importance - are: the conservation of sound built-up areas; the rehabilitation, or repair and modernization of deteriorating areas; and the redevelopment, or clearance and re-use, of obsolete areas. Because of the widespread current interest in it, redevelopment is discussed in this issue. Articles devoted to the other phases will appear in future issues.

\* August - September 1956 Vol. 3, No. 7.

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
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W. M. NICKLE, MINISTER

T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR

A. E. K. BUNNELL, CONSULTANT



and is used when and where other forms of implementation, (zoning measures, public works, building, sanitation and other by-laws concerned with minimum standards, etc.) are deemed to be unsuitable for bringing about this re-use. Section 20 of The Planning Act, 1955, recognizes this by permitting a municipality to redevelop any existing area for practically any purpose with certain specified powers that are not available under any other legislation.

Justification for redevelopment, particularly when undertaken by a public agency using public funds and legislative authority, no longer means housing only, although housing or residential areas may, and frequently will, be affected. Certain legislative aids for redevelopment, namely the National Housing Act, 1954, demand that housing be involved somewhere in the redevelopment programme. This means simply that where housing is affected by redevelopment, certain financial assistance is available to make the undertaking more economically feasible.

Second, and most important - as a planning aid and as an integral part of the planning process - redevelopment cannot be viewed narrowly as a special "luxury" to be undertaken when time and ready money permit. In terms of sound municipal financing, healthy social development and good business, on a long term basis, it is rather a question of how long a community can afford not to consider the redevelopment approach in improving its well-being than whether it can undertake redevelopment.

Because many communities are at present in varying stages of planning programmes, the following suggested procedures for redevelopment under The Planning Act, 1955, have been made as broad and as flexible as possible and are subject to two qualifications.

First, for some municipalities, particularly those with advanced official plans, some of the steps will have been accomplished as part of their normal planning program. For others, the interest in redevelopment will create an impetus for broader planning studies. In these latter cases, the procedures that follow may be taken as suggested by sketchy outline for such studies. In other words, and at the risk of repetition, the purpose or justification for redevelopment must have a solid base in overall planning.

The second qualification is that concepts, policies and procedures will be modified by experience. At present Ontario communities have barely scratched the surface of redevelopment possibilities. As future problems are dealt with, experience will develop from a wide variety of programs and projects, and, as experience accumulates, concepts, policies and procedures will be refined. The following procedures will, therefore, be subject to local experience and will be modified accordingly.

Before going into each step in detail, a brief review of the major headings will enable the planner to visualise the scope of the operation in redeveloping under The Planning Act, 1955. They include:

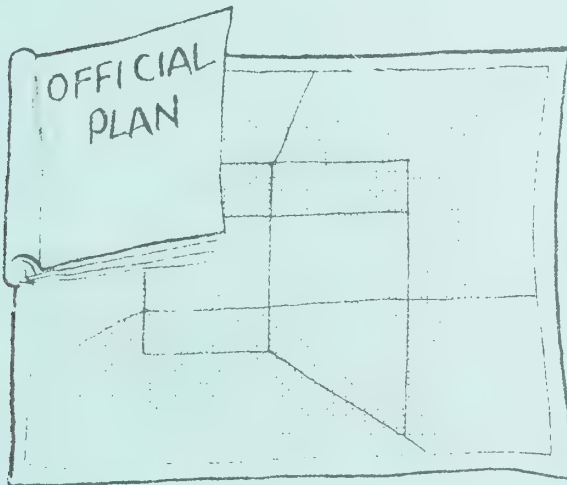


- (A) Planning studies: adoption and approval of an official plan;
- (B) Identification of areas requiring redevelopment;
- (C) Preliminary discussions with interested agencies;
- (D) Detailed studies of selected area or areas;
- (E) Designation under section 20 of The Planning Act, 1955, and application for Minister's approval;
- (F) Preparation of redevelopment plan, adoption by council and Municipal Board approval.

It should be understood at the outset that assistance in the form of general guidance and an advisory service on urban renewal is available at all times from The Community Planning Branch. A municipal council or a planning board should not hesitate to call on the Branch during any of the stages outlined above as specific questions arise.

As the program develops, representatives from appropriate agencies, such as various Federal and Provincial Departments, dealing with special aspects, can be called upon for additional assistance.

(A) Planning Studies:



- (i) Where no official plan is in effect.

If a municipality becomes interested in redevelopment, perhaps due to a blighted residential area or to publicity as to what redevelopment can do to implement a specific project, and if the municipality does not have an official plan, its first steps will be to undertake the necessary studies to produce a plan. The purpose and preparation of an official plan has been dealt with in earlier issues of ONTARIO PLANNING\*. Special assistance by way of general guidance is also available to Planning Boards through the Community Planning Branch.

The possibilities of using redevelopment as a means of implementation will be considered in developing the official plan. In its studies, the planning board will consider the most appropriate uses of land, and areas that are uneconomical or blighted or that are no longer used for any productive purpose (such as undeveloped substandard subdivisions) may be

\* February 1954, Vol. 1, No. 2.



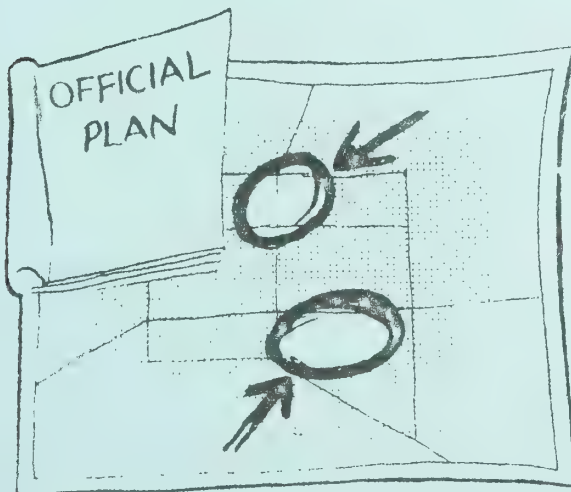
ready for redevelopment. As declining or blighted residential areas frequently fall into this class, a sound knowledge of housing conditions in the community should form an essential part of the planning board's studies.

(ii) Where an official plan is in effect.

When a municipality has a comprehensive official plan covering its planning area it has already taken the first major step. The official plan may or may not indicate areas which, at the time of study, appeared to require redevelopment as the most suitable approach in implementing certain phases of the plan. If the official plan does indicate such areas then a municipality is in position to move on to the second step.

If, however, redevelopment areas are not a part of the official plan, then the municipality, through the planning board, will prepare further studies to supplement the plan by an amendment and direct these studies toward redevelopment areas - but, it should be clearly noted that redevelopment areas are not sought out for their own sake. They will appear as the planning studies become more and more detailed. For example, proposed major streets and roads, as indicated on the official plan, may cut through existing residential or commercial areas, and to implement the programme, such areas might be dealt with as redevelopment areas. Again, in anticipating and guiding community growth and change, a present substandard residential area may be projected for continued residential purposes, but of a higher standard; on the other hand, the same area may appear more suitable for commercial, industrial or other use in the immediate future. Such areas are often best dealt with by redevelopment since redevelopment greatly foreshortens the dimension of time in the re-use process. The official plan, therefore, will state the policy for redevelopment in terms of both time and space.

(B) Identification of Redevelopment Areas:

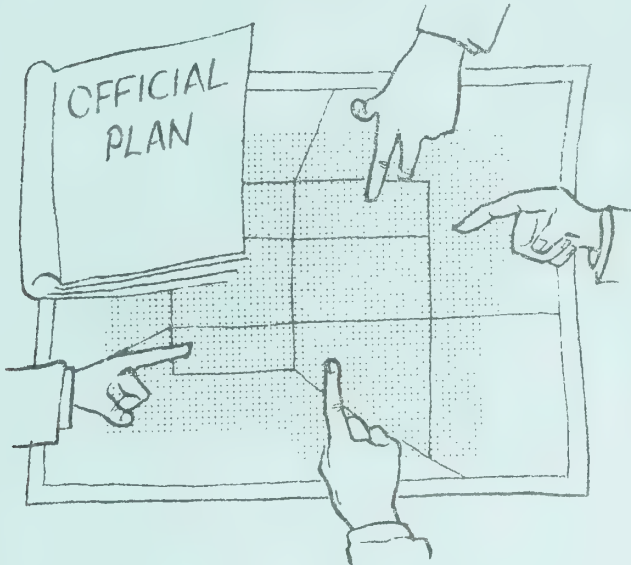


When general planning studies, either leading up to an official plan or supplementing it, have been completed, areas that are affected by anticipated changes in use will stand out. Among these areas will be those where redevelopment will be the most effective implementing aid, bearing in mind that the ultimate use may be for open space, shopping, parking, industry, housing, highways, etc. and functionally different from the original use. It is at this stage that the municipality will decide which program or project involving redevelopment has priority over other



programs, and which of the areas for redevelopment will receive priority and more detailed study and treatment.

(C) Preliminary Discussions:



Assuming that redevelopment is found to be the necessary and desirable instrument to implement specific planning programs, preliminary discussions should be held with all possibly interested agencies.

In the event that assistance may be requested of the Federal Government, Central Mortgage and Housing Corporation should be a party to any preliminary discussion meetings. There are two major forms of financial assistance for redevelopment provided for under The National Housing Act, 1954, and, as these have been dealt with in detail in previous issues of

ONTARIO PLANNING\*, only brief mention need be made at this point:

- (i) Assistance is available in the form of grants for reducing the cost of conducting detailed redevelopment studies. A condition of this assistance, according to section 33 (1) (h) of The National Housing Act, 1954, is approval by the Government of the Province, and the studies are to be conducted by the local community through the planning board.
- (ii) Assistance is also available toward reducing the cost of acquiring and clearing an area for redevelopment, providing, among other things, that the area will be developed after clearance in accordance with an official community plan.

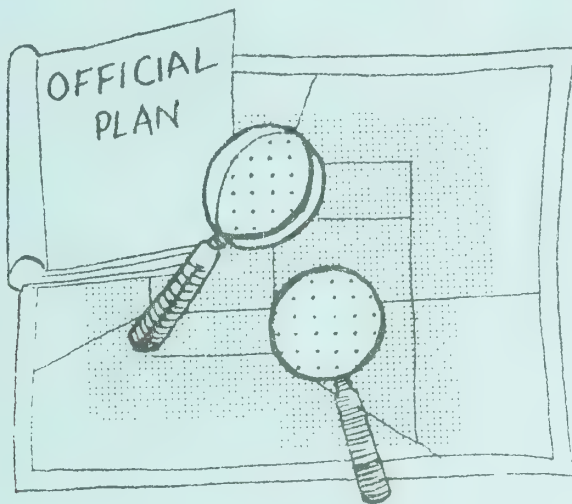
Further assistance is available in the form of joint Federal-Provincial Housing Projects. These projects are authorized under section 6 of The Housing Development Act of Ontario and section 36 of The National Housing Act, 1954. Such assistance is valuable for relocation purposes where redevelopment areas involve housing. This phase of the operation would be dealt with in greater detail in stage (D) (detailed studies) when and if the relocation of residents is a factor. Should a Federal-Provincial Housing Project seem to be a part of a relocation program, assistance from the Housing Branch of the Department is available.

\* October 1956, Vol. 3, No. 8.



At the preliminary discussion stage the community should turn its attention also to the use of community groups, churches, social agencies, and the like, that are valuable in supporting redevelopment and interpreting redevelopment programs to the public, particularly where the redevelopment of residential areas is concerned. All meetings at this point would also, of course, include representation from the Planning Board and Council.

(D) Detailed Studies of Selected Area or Areas:



Following preliminary discussions held with interested agents and based upon the identification of redevelopment areas resulting from general planning studies, the next step is to embark on detailed studies of specific areas. The material gathered in the studies undertaken at this point will form the basis of a report by the planning board to council on the redevelopment areas and proposals for implementation. The report will in turn form a basis for applying for the Minister's approval of the designation of a redevelopment area under section 20 of The Planning Act, 1955. It will also

serve as a basis for making application for assistance under Section 23 of The National Housing Act, 1954, should that be necessary and desirable.

In conducting detailed studies of the area or areas, the following headings are offered as general guides. The purpose of detailed studies is to analyse the existing conditions within the area and the conditions on which the municipality will base its proposals. The studies should include information on:

(i) Land:

- (a) Area
  - Boundaries
  - Acres
- (b) History
  - Past
  - Present
  - Overall trends within the area and in relation to trends in adjacent areas
- (c) Existing land use
- (d) Properties and ownership



- (e) Topography and soils
- (f) Natural or artificial features
- (g) Physical or geographic relation of area to adjacent areas and to community, and to the official plan

A detailed analysis of the site should be plotted on an "existing features" map of at least 500' = 1" scale and preferably larger, and be accompanied by graphic or written material. A site plan showing relationship of site to community can be of a smaller scale. Residential use should show the extent of single family, multiple family, row housing and so on. Commercial and Industrial uses should indicate the type of operation.

(ii) Buildings:

- (a) Number
- (b) Age, condition and lot acreage
- (c) Use and type
  - Industrial
  - Commercial
  - Institutional
  - Housing - single, multiple, row, rooming, etc.

All building conditions should be rated according to a scale of values. This may be done on a "good", "fair" and "poor" basis, if so, a statement should accompany the rating showing how the values were arrived at. There are several systems, varying in elaborateness, for rating buildings on a point basis. The American Public Health Association, for example, have an elaborate system, while the Urban Renewal report of the City of Toronto Planning Board has a more simplified rating. The rating should include both interior as well as the exterior condition.

(iii) Services:

- (a) Water
- (b) Sewers
- (c) Roads
- (d) Hydro
- (e) Education
- (f) Social Welfare
- (g) Recreation



Services should be shown on an "existing features" map.  
Extent of social welfare service may be expressed in  
costs relative to other residential areas in the community.

(iv) Finance:

- (a) Assessment
- (b) Revenue (tax yield)
- (c) Current real estate transactions

(v) Social:

- (a) Population; numbers, age and sex
- (b) Ethnic Origin
- (c) Families and family size, persons per habitable room and population density
- (d) Incomes; levels and sources
- (e) Shelter costs; Rent, Mortgage (& tax), Heat, etc.
- (f) Attitudes toward relocation
- (g) Occupation and place of work
- (h) Length of residence
- (i) Owners and tenants

(vi) Proposals:

- (a) Future use of land
- (b) Development phasing in both space and time, including layout sketches
- (c) Costs
- (d) Financing of development
- (e) Eventual disposal
- (f) Acquisition of land
- (g) Relocation for residents plan (when residential areas are affected) e.g. available supply of alternate housing and costs and/or public housing proposals

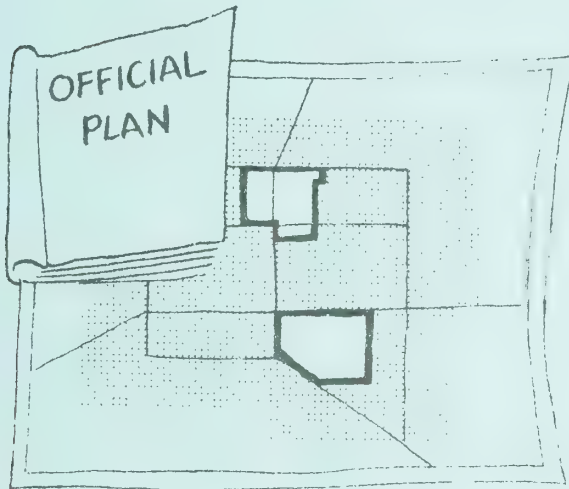


(h) Legislation involved

(i) Services

In preparing the above information the municipality may request assistance from the Community Planning Branch on any or all of the points covered under the 6 major headings. Early requests for assistance will minimise any possible delay in recommending an application for the approval of the designation of an area for redevelopment purposes. The service of the Branch includes up-to-date information on all aspects of Urban Renewal and assistance in a co-ordinating role to maintain contact with other agencies interested in Urban Renewal.

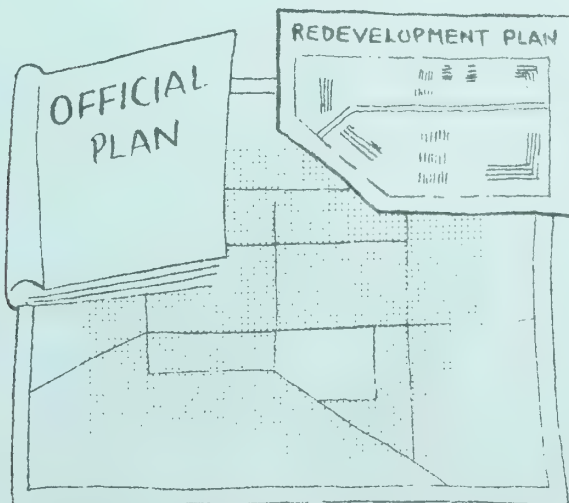
(E) Designation Under Section 20 of The Planning Act, 1955



With the completion of the required detailed studies, the council may pass a by-law designating the area as a redevelopment area, and application to the Minister of Planning and Development for approval of this action may be made. The reason for careful consideration of all of the steps up to this point will now become apparent. The municipality will by this time clearly understand the relative position of redevelopment in its overall planning process; it will stand to gain the greatest benefit from redevelopment; it will carefully have studied all possible alternatives, consulted various authori-

ties and finally developed a proposal in conformity with its official plan that is soundly based in terms of knowledge, fairness to the community and economic feasibility.

(F) Formal Proposals - Redevelopment Plan - Adoption and Approval



When the Minister has approved the designation of the area for redevelopment under Section 20 of the Act, the municipality may complete and adopt by by-law a redevelopment plan of the area which will include general proposals, maps and text and may include an overall program for dealing with the prevention of blight in the community if the scheme is concerned primarily with the redevelopment for blighted areas. Applications then may be made to the Ontario Municipal Board under section 20(5) of the Act for approval of the plan. If the plan includes assistance in the



terms of The National Housing Act, 1954, the proposal following adoption of the plan by Council and approval by the Municipal Board may then be forwarded to the Federal Minister of Public Works, through Central Mortgage and Housing Corporation, for approval regarding Federal financial assistance under section 23 of The National Housing Act, 1954. It will be noted, of course, that reasonable assurance or approval in principle of Federal assistance will have been obtained during the preliminary discussion stage.

If, during the preliminary discussion stage, it is decided to interest private developers in sponsoring the scheme, the municipality may now publish its requirements and invite tenders for implementation.

Redevelopment will now be well under way toward reality. At the local level it will be necessary to work out details of land acquisition, property settlement, relocation and re-housing. In later issues of ONTARIO PLANNING, articles will be published dealing in greater detail with each of the many operational aspects of redevelopment for which the local community is responsible.

#### ZONING AND THE COMPREHENSIVE PLAN

The following statement was adopted by the National Industrial Zoning Committee at its meeting in Nashville in July, 1956, and amended and unanimously approved by N.I.Z.C. meeting in Chicago, April 4-5, 1957. In view of the constitutional differences between the United States and Canada, the references to grounds for legal invalidation of zoning regulations are not directly applicable to the Ontario situation, but the principles set out in the statement are as appropriate here as they are in the United States.

Zoning originated as a method of protecting existing property values from depreciation caused by the intrusion of incompatible land uses into established neighbourhoods. Early enabling acts, ordinances, and by-laws were defensive in purpose.

Recent urban growth has fully demonstrated the fact that zoning based upon the preservation of the status quo does not work satisfactorily in a growing community. Adequate provision must be made for the expanding land needs of an increasing population, including not only space for living, but also space for working, for recreation, and for public and private services of many kinds, including schools, transportation arteries, and utility services.

Community planning is the modern method of determining and adjusting all of these land requirements and of crystallizing the desires and the aspirations of the community into a comprehensive plan for its future development. Zoning based upon such a comprehensive plan is realistic. Zoning attempted without such a plan can be no more than guesswork, for it lacks the essential information



needed intelligently to estimate and to allocate the various land use needs. This fact is recognized in the provisions of the various state zoning enabling acts, most of which provide that the zoning regulations shall be "made in accordance with a comprehensive plan".

In its most limited sense, this means, that the zoning plan shall cover the entire territory within the jurisdiction of the enacting body. Some enabling acts specifically so require. Even where they do not, zoning regulations applied to only a part of the community are discriminatory as among property owners and are subject to attack and probable invalidation on this ground. (This does not necessarily apply to counties of great territorial extent in which well defined communities are widely separated).

Beyond the aspect of territorial coverage, the term "comprehensive plan" relates to the context of the zoning regulations. It must be consistent and must constitute and integrated whole. (All permitted uses must be provided for). But more than mechanical consistency is required for the accomplishment of the purposes of zoning. The broadly constructive objective of zoning is to aid in bringing about the "most appropriate use of land" throughout the community, as many enabling acts state it. This calls for an understanding of the term "comprehensive plan" in zoning as a part of comprehensive community planning.

"Comprehensive plan" as a part of community planning is a term with varying shades of meaning in different locations and contexts. A comprehensive plan for a metropolis will differ from one prepared to serve the needs of a small city or town. But, regardless of population or other variants, a comprehensive plan used as a basis for a zoning map and ordinance should include not less than the following requisites:

1. A land use plan of the entire area indicating the general location and amounts of land to be allocated for residential, commercial, industrial, transportation, and public purposes.
2. A circulation plan showing the location and types of major routes required for the efficient movement of people and goods into, about, and through the entire locality.

Both the land use plan and the circulation plan should be co-ordinated with:

- a. The physical characteristics of the area, especially as they affect the usability of land for various purposes.
- b. Present and probably future characteristics of the population and the economy of the area.
- c. A utilities policy taking account of the feasibility of future extensions of existing water, sewer, drainage, power, gas and other services.
- d. A program for providing community facilities, including school, park, playground, health, public safety, and other governmental buildings and facilities.



In physical form, a comprehensive plan should consist of one or more maps of the area presenting in graphic form the information indicated above, together with a statement of community objectives and appropriate explanatory material. Consideration should be given to public and private financial resources - the pattern suggested for the future should be feasible.

Good planning is essential to good zoning.

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#### BRIEFLY NOTED

Planning Areas: - The Minister recently defined the Town of Stayner as a single independent planning area. The Oakville-Trafalgar Planning Area was renamed the Oakville-Trafalgar-Bronte Planning Area on April 10, 1957.

Planning Board - Secretary-Treasurers: - The following changes for the position of Secretary-Treasurer were noted during the last two weeks in April: - Mr. D.A. Lamont (Sarnia Twp.) and Mr. J.B. Adamac (City of Windsor). Mr. C.W. Larry has been confirmed in his position as secretary-treasurer of the Trenton and Suburban Planning Board.

Committees of Adjustment: - The following have been appointed to the position of secretary-treasurer: - Mr. Ronald Forrest (Twp. of Markham) and Mr. R.W. Dalglish (Twp. of Sandwich West).

#### PLANNING COURSE AT QUEEN'S

A week-long planning course for municipal officials will be held at Queen's University September 9 to 13, according to a preliminary announcement by Prof. S.D. Lash, Head of the Civil Engineering Department at Queen's.

The course will be similar, although slightly more technical, than the one sponsored last year, by the Engineering Department and the Institute of Local Government.

A further announcement will be carried in ONTARIO PLANNING and additional information may be obtained from the University.



ADDITIONAL SOURCE MATERIAL

Conservation Reports - This is an addition to material published in the October 1954, March 1955 and November 1955 issues of ONTARIO PLANNING.

- Black Creek Plan - 1956 - Credit Valley Conservation Authority, Conservation Branch, Ontario Department of Planning and Development - 44 pp.
- Credit Valley - Conservation Report 1956 - Conservation Branch, Ontario Department of Planning and Development.
- R.D.H.P. Conservation Report 1956 (Rouge River, Duffin, Highland and Petticoat Creeks) - Conservation Branch, Ontario Department of Planning and Development.

For further information on these reports, contact the Conservation Authority having jurisdiction within the above areas or write the Conservation Branch, Department of Planning and Development, 454 University Avenue, Toronto, Ontario.

Geographic Theses - This is an addition to material published in the December 1955 issue of ONTARIO PLANNING.

- Ontario - "Agricultural Geography of Southern Ontario" - L.G. Reeds. 1956 - University of Toronto.
- District - "The Porcupine District" - E.H. Fors, 1956 - University of Toronto.

Rivers and River Valleys

- Beatty - South Saugeen "Agricultural Land Use in The Beatty-South Saugeen Watershed" - Robert M. Irving, 1956 - University of Toronto.
- Litani - "The Litani River Valley" - C.A. Canown, 1956 - University of Toronto
- Blezard - "The Blezard Valley" - James Smith, 1956 - McMaster University.

Cities

- Toronto - "Yonge Street - A Study in Urban Geography" - H. Wargon, 1956 - University of Toronto.

Towns

- "Georgetown, Acton and Milton" - Sophie Lang, 1956 - University of Toronto.
- "Pembroke" - William Morris, 1956 - McMaster University.



Townships

"Alice Township" - Olga Winnichek, 1956 - McMaster University.

"Bromley Township" - Robert Green, 1956 - McMaster University.

"Louth Township" - Maxwell Woolley, 1956 - McMaster University.

"Niagara Township" - Peter Martin, 1956 - McMaster University.

"Oliver Township" - Edward Sutler, 1956 - McMaster University.

"Wilberforce Township" - D. Haddow, 1956 - McMaster University.

These theses may not be borrowed, but may be referred to in the Geography Department of university mentioned.

ONTARIO PLANNING - SUBSCRIPTIONS

ONTARIO PLANNING is still available at a subscription rate of \$1.50 for 10 issues a year. Any one person or group ordering more than four subscriptions per year will receive those subscriptions above at a \$1.00 rate.

Back copies of ONTARIO PLANNING are available at the above subscription rates, and single copies may be obtained for 25¢ each.

Cheques should be made payable to the Treasurer of Ontario, Dept. of Planning and Development, 454 University Avenue, Toronto, Ont.



# ONTARIO PLANNING

Vol. 4, No. 5 - May, 1957

## AMENDMENTS TO PLANNING LEGISLATION - 1957

### The Planning Act, 1955

During the recent session of the Legislature, two amendments were made to The Planning Act, 1955.

The first of these adds a new subsection, 4a, to section 2. In effect, this provides that when a planning area or part of a planning area is included in a joint planning area, the planning area or part so included becomes a subsidiary planning area. It has long been assumed that when a single independent planning area was later included within a joint planning area, it automatically became a subsidiary planning area, but the amendment this year should remove any question on this point.

The second amendment substitutes a new wording for subsection 8 of section 7 of the Act. This provision authorizes the county council to act on behalf of some or all of the municipalities in the county in the financing of planning boards, where the Minister so authorizes and where all or a majority of the local municipalities that form the county for municipal purposes are included within the planning area. Previously, the county council could perform this function only where a city or separated town or a local municipality in an adjoining county was included in the planning area. This limitation is now removed.

### Section 390 of The Municipal Act

This section, which constitutes the principal provision for Ontario municipalities to regulate the use of land and the erection and use of buildings, has been amended in a number of respects this year. Clause b of subsection 6 previously provided that a zoning by-law does not prevent the erection or use for a purpose prohibited by the by-law of any building or structure for which plans were approved by the municipal architect or building inspector prior to the day of the passing of the by-law. As now amended, this clause provides that this protection applies only if the erection of the building or structure is commenced within two years of the passing of the by-law and if the building or structure is completed in a reasonable time.

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
454 UNIVERSITY AVENUE - TORONTO 1, ONTARIO

W. M. NICKLE, MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT



A new subsection has been added to section 390, subsection 18, providing that the Municipal Board shall supply a copy of its decision to the applicant and to every person who appears in person or by counsel at the hearing and who files a written request with the Board.

Subsections 3 and 12 have been amended in a technical sense only, to correct the reference to The Planning Act, 1955.

### General

New consolidations of The Planning Act, 1955, and of section 390 of The Municipal Act will soon be ready for distribution, and copies will be forwarded to all planning boards, committees of adjustment, municipal clerks, and other agencies and persons interested in community planning in Ontario. Accompanying them will be a summary of the amendments described above and of other amendments to statutes that are of interest to those engaged in community planning in this Province.

Following the practice of recent years, copies of the new Consolidation of The Planning Act, 1955, will be available in limited quantities from the Queen's Printer, Parliament Buildings, Toronto, Ontario, at a price of 10 cents per copy.

### SUMMER COURSE IN PLANNING AGAIN OFFERED AT M.I.T.

The nineteenth annual seminar in City and Regional Planning will be held at the Massachusetts Institute of Technology July 22 to August 2.

The course will be of special interest to those concerned with the administrative and technical aspects of city and regional planning. Participation will be limited to persons directly associated with comprehensive planning or urban renewal staff or with the broad developmental aspects of major utility, industrial or real estate concerns.

The program will deal with recent trends in comprehensive planning and urban renewal. Emphasis will be on problems and techniques common to planning agencies and utility companies in coping with urban expansion and on the long-range need for adequate public services in the face of major technological changes.

The program will be under the general direction of Roland B. Greeley, Associate Professor of Regional Planning, assisted by other members of the M.I.T. Department of City and Regional Planning and by special lecturers who are leading practitioners in the field.

To maintain program standards and prevent overloading of faculty and staff enrollment is limited.

Branch staff members who have attended previous sessions have found them interesting and of value in their work.

Further information may be obtained from Professor James M. Austin, Director of the Summer Session, Massachusetts Institute of Technology, Cambridge 39.



DROP IN URBAN SUBDIVIDING DURING FIRST QUARTER OF 1957; SINGLE FAMILY LOTS DOWN 50 PERCENT OVER 1956.

URBAN\* residential subdividing in Ontario during the first quarter of 1957 declined sharply over the same quarter in 1956 and 1955, according to statistics compiled by the Community Planning Branch. A summary of URBAN, SUBURBAN, RURAL AND RESORT\* plans approved in final for registration pursuant to The Planning Act, 1955, during the first quarters of 1955, 1956 and 1957 is presented in Table I at the end of this article.

#### URBAN

The total number of single family lots contained in URBAN plans approved for registration during the first quarter of 1957 was 3158, a drop of more than 50 per cent over the first quarter of 1956 and of 30 per cent over 1955 (See Table IA). Total URBAN acreage subdivided was approximately 45 per cent less than in the first quarter of 1956 and 35 per cent less than in the first quarter of 1955.

#### SUBURBAN, RURAL AND RESORT

Subdividing activity in each of these classifications showed some increase during the first quarter of 1957 compared with the same period in 1956. With the exception, however, of RESORT plans, total plan acreage and single family lots created during the first quarter of 1957 were less than for the same period in 1955.

#### URBAN, SUBURBAN AND RURAL (Combined)

Despite increases in SUBURBAN and RURAL subdividing, combined URBAN, SUBURBAN AND RURAL acreage and single family lot totals for the first quarter of 1957 were substantially lower than for the same periods in 1956 or 1955. Combined acreage was down 25 per cent over 1956 and 28 per cent over 1955; single family lots, down 42 per cent over 1956 and 31 per cent over 1955.

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\* The terms URBAN, SUBURBAN and RURAL are used to classify plans according to the availability of services, as follows: URBAN - municipal water and sewer available; SUBURBAN - municipal water only available; RURAL - neither municipal water nor sewer (year-round use). RESORT plans are listed separately. (See also Definitions preceding tables.)



### Metropolitan Toronto Planning Area

The decrease in URBAN subdividing in the Metropolitan Toronto Planning Area during the first quarter of 1957 was considerably more pronounced than in the Province as a whole. Total URBAN plan acreage was down 68 per cent over 1956 and 76 per cent over 1955; URBAN single family lots, down 80 per cent over 1956 and 84 per cent over 1955 (See Table II and IIA).

### Comments

The decline in subdivision activity described above appears related to the higher cost and reduced availability of mortgage funds for new residential construction evidenced generally since early in 1956.

It is noteworthy, however, that the decline in subdivision activity - measured by quarterly acreage and lot totals of plans approved for registration - has occurred approximately six months later than the decline in new residential construction. As previously shown in the summary of subdivision activity presented in ONTARIO PLANNING (Vol. 4, No. 2), URBAN subdividing continued throughout each quarter of 1956 at a substantially higher rate than in 1955, with major increases in the third and fourth quarters.\*\* Despite some decline in SUBURBAN and RURAL classifications, combined URBAN, SUBURBAN and RURAL acreage and lot totals for both the third and fourth quarters of 1956 were higher than for the same quarters in 1955. However, new residential construction starts, especially single family, declined in both the third and fourth quarters of 1956 over the same quarters of the previous year. The decline in residential construction has continued into 1957, with a drop of approximately 50 per cent in total starts of new residential units in Ontario during the first quarter of 1957.\*\*\*

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\*\* As also pointed out in the same previous summary, there were drops in the numbers of new draft applications submitted during the third and especially the fourth quarter of 1956, compared with the same quarters in 1955. This decline in the number of new drafts received has continued into 1957, with a drop of over 30 per cent for the first quarter, compared with the first quarter of 1956. Detailed statistical information as to the content of draft plans - i.e. acreage and lots - is not, however, available at present to permit comparison in these terms.

\*\*\* Source: New Residential Construction (D.B.S.)



### Definitions

Terms and abbreviations used in the subdivision tables following to denote services available, nature of land use etc. are listed below:

1. UR     -   Urban - Municipal Water and sewer available  
   SU     -   Suburban - Municipal Water only  
   RU     -   Rural - Neither municipal water nor sewers  
   RE     -   Resort.

A few partially serviced plans are listed as half-plans in UR and SU classifications.

2. S.F.   -   Single Family Lot;   T.F.   -   Two-Family Lot;  
   M.F.   -   Multi-Family Lot.

3. Other Blocks   -   Comprises all lots and blocks not accounted for under "residential," "commercial" and "industrial."

4. All areas given in acres

- Notes:
- (a) Availability of Services - based on information supplied by the municipality concerning each application.
  - (b) Proposed Land Use - based on information supplied by the applicant as required by Section 26 of The Planning Act, 1955, and by municipality.
  - (c) All figures shown are subject to adjustment, on the basis of re-approvals, re-subdivision and correction of errors in tabulation.



TABLE I

## Summary of Subdivision Plans

Approved for Registration in the Province of Ontario  
During the First Quarter of:

|              |          | (a) 1955                              | (b) 1956                             | (c) 1957 |                    |                    |  |     |     |
|--------------|----------|---------------------------------------|--------------------------------------|----------|--------------------|--------------------|--|-----|-----|
| No. of Plans | Type     | Total Plan Acreage<br>(Incl. Streets) | No. of Residential Lots<br>S.F. T.F. | M.F. Ac. | Commercial Acreage | Industrial Acreage | Other Blocks Acreage (not incl. Streets) |     |     |
| a) 80.5      |          | 1575                                  | 4494                                 | 4        | 30                 | 17                 | 55                                       | 141 | 298 |
| b) 94        | URBAN    | 1885                                  | 6759                                 | 229      | 43                 | 19                 | 30                                       | 36  | 225 |
| c) 64        |          | 1026                                  | 3158                                 | 9        | 5                  | 5                  | 3  | 119 | 169 |
|              |          |                                       |                                      |          |                    |                    |  |     |     |
| a) 33.5      |          | 582                                   | 1511                                 |          |                    |                    | 29                                       | 23  | 52  |
| b) 29        | SUBURBAN | 437                                   | 1088                                 |          |                    |                    | 5  | 31  | 32  |
| c) 34        |          | 469                                   | 958                                  |          | 1                  | 1                  | 4  | 153 | 17  |
|              |          |                                       |                                      |          |                    |                    |  |     |     |
| a) 50        |          | 749                                   | 1309                                 |          |                    |                    | 19                                       |     | 34  |
| b) 38        | RURAL    | 468                                   | 837                                  |          |                    |                    | 4  |     | 14  |
| c) 29        |          | 599                                   | 950                                  |          |                    |                    | 6  |     | 115 |
|              |          |                                       |                                      |          |                    |                    |  |     |     |
| a) 31        |          | 653                                   | 479                                  |          |                    |                    | 6  |     | 47  |
| b) 20        | RESORT   | 312                                   | 343                                  |          |                    |                    |  |     | 56  |
| c) 29        |          | 717                                   | 595                                  |          |                    |                    |  |     | 227 |



TABLE I (A) 1957 Showing per cent change 1956 and 1955 in (1) total plan acreage and (2) number of single family lots contained in URBAN plans of subdivision approved for registration during first quarter of each year.

|                          | % Change (First Quarter) |                            |
|--------------------------|--------------------------|----------------------------|
|                          | <u>1957</u>              | <u>1957</u><br><u>1956</u> |
| URBAN Plan Acreage       | - 45.6                   | - 34.9                     |
| URBAN Single Family Lots | - 53.3                   | - 29.7                     |

TABLE I (B) 1957 Showing per cent change 1956 and 1955 in (1) total plan acreage and (2) number of single family lots contained in combined URBAN, SUBURBAN and RURAL plans approved during first quarter of each year.

|   | % Change (First Quarter) |                            |
|---|--------------------------|----------------------------|
|   | <u>1957</u>              | <u>1957</u><br><u>1956</u> |
| Combined UR, SU and RU Plan Acreage       | - 24.9                   | - 27.9                     |
| Combined UR, SU and RU Single Family Lots | - 41.7                   | - 30.7                     |







TABLE II

## Summary of Subdivision Plans

Approved for Registration in the Metropolitan Toronto Planning Area  
During the First Quarter of:

|                 |          | (a) 1955                              | (b) 1956                        | (c) 1957  |         |                       |                       |   |
|-----------------|----------|---------------------------------------|---------------------------------|-----------|---------|-----------------------|-----------------------|---|
| No. of<br>Plans | Type     | Total Plan Acreage<br>(incl. Streets) | No. of Residential<br>S.F. T.F. | M.F. Lots | M.F. Ac | Commercial<br>Acreage | Industrial<br>Acreage | Other Blocks<br>Acreage (not<br>inc. Streets) |
| a) 25           |          | 901                                   | 3260                            | 28        | 11      | 9                     |                       | 78  |
| b) 35           | URBAN    | 565                                   | 2162                            | 15        | 14      | 5                     | 17                    | 34  |
| c) 13           |          | 178                                   | 524                             |           |         | 2                     | 9                     | 44  |
| a) 4            |          | 24                                    | 92                              |           |         |                       |                       |   |
| b) 8            | SUBURBAN | 124                                   | 248                             |           |         | 5                     | 12                    | 15  |
| c) 6            |          | 42                                    | 94                              |           |         |                       |                       | 5   |
| a) 1            |          | 11                                    | 19                              |           |         |                       |                       | 1   |
| b) 1            | RURAL    | 5                                     | 10                              |           |         |                       |                       |   |
| c) 0            |          |                                       |                                 |           |         |                       |                       |   |



## PLANNING FOR COMMERCIAL DEVELOPMENT

By Henry B. Raymore.

In most zoning ordinances, (restricted area by-laws) commercial development of all sorts is lumped together in one 'commercial' zone (without further differentiation). Only in the larger cities do we find various types of 'commercial' development assigned to separate districts.

In the average small city, village or rural town, that is growing with any degree of rapidity, the problem of how to treat commercial zoning is becoming increasingly important. If it is not intelligently dealt with the future of our communities will be seriously affected.

There are four quite distinct types of commercial developments that, we believe, should be so reorganized in the zoning ordinance.

1. There is the central business core of the community, usually a long established densely built area consisting of a conglomeration of unrelated business structures built at the street line on relatively small plots.
2. There are the ribbon developments of spasmodic business strung out along the main highways leading in and out of the community.
3. There are those businesses which tend to crop up in residential areas because they are usually conducted in residence type buildings.
4. There is the neighborhood shopping center and the related regional shopping center, which is coming more and more into prominence with the development of wholly new residential areas somewhat remote from the center of the community.

### Neighborhood Shopping Centers.

Whether or not such a neighborhood shopping center is desirable or needed will depend on more than the particular subdivision in which it may happen to be located. It will depend on the proximity of the subdivision to existing commercial centers, and their adequacy and the possibilities of their expansion. It will depend on the probable course of development beyond the particular subdivision, whether small lots, moderate sized plots or small estates. It will also depend in no little degree on whether anyone comes forward to propose it. The Planning Board can do little to implement a Master Plan which may show such a shopping center if no one evinces any interest in promoting it.

When development begins to reach out into undeveloped areas, the problem of providing adequate shopping facilities and service stores must be dealt with. It is just as important as housing, streets, or anything else pertaining to land subdivision. It is not enough, however, to permit the developer to erect, or to sell land for the



purpose of having others erect business buildings either in an existing business zone along a main highway or in a newly created business area within the subdivision. In fact to do so may be the worst sort of planning. Location is of prime importance.

Our main highways, usually state built and maintained, have been carefully designed as to line and width to take care of maximum amount of traffic moving at the maximum safe speed. The minute business development occurs along such a road, its usefulness for the purpose for which it was built is diminished by that much. If a considerable amount of business development occurs at a main intersection, a "node" or stoppage is created, usually accompanied by the installation of a traffic light, which tends to decrease the ability of both roads to carry their maximum amount of traffic. The movement of all traffic is slowed down and confused.

One may say, we believe, that in general commercial developments should neither be strung out along the whole length of main highways nor concentrated at important intersections. Where, then, are they to be put?

Someone has coined a phrase which we feel has some validity, namely, "develop commercial zones in depth rather than in length." Translated into practical language this means that a commercial zone should be deep enough so that all the buildings in it may be arranged around or on both sides of an open area which may be utilized both for parking and for a reasonable amount of landscape planting. In other words there should be space enough to make the group attractive. Remember that it is going to be in the middle of a residential area, and therefore it must be so designed and built that it will not detract from the essentially residential character of the neighborhood. If the area is located between streets, preferably 500 ft. or so from the nearest intersection, and if the entrances and exits are properly designed so that traffic problems are not created; if the buildings are set back 50 to 75 feet from the highway and do not really face on it; if separate driveways to handle loading and unloading for the stores are provided so that shoppers do not have to use these lanes at all; if a few trees and shrubs are planted to screen the backs of the buildings; there is no reason why such a development should have any adverse effect on neighboring residential property.

Many modern shopping centers have recently been illustrated in the architectural magazines. Some of these are admirable, but most leave something to be desired. There is still a tendency among them to locate at important intersections, to use the streets for parking, to face show windows, and, of course, signs, onto the main highway or toward residential buildings, and to make a bid for transient roadside business which should have no place in the neighborhood shopping center.

These areas should be designed to serve only the immediate neighborhood, and their size will depend on the probable population density. It is said on good authority that a population of 500 persons within a half mile will support a group of ten stores, and that a ratio of 4000 sq.ft. of shopping space per 100 persons living in the tributary area should be maintained. These figures can serve as a guide, but their application would certainly vary widely. For example, in a close built housing development remote



from the existing business center of the community, more stores would be needed than in a low density development in the same location, or in a close built one nearer to existing shopping facilities. Future possibility of development in the immediate area surrounding the subdivision under consideration should also be taken into account. Proximity to potential industrial developments is also a factor.

Aside from location and size, traffic control, parking, and the like, further restrictions are mandatory. Only a selected list of "service" type stores should be admitted to the neighborhood shopping center. Department stores, offices, garages and gas stations, perhaps certain types of restaurants and taverns do not belong. Buildings should be restricted to one story in height, and if possible, some control over architectural design, advertising signs, etc. should be established. Building lines should be clearly defined and the amount of land which may be covered by buildings strictly limited. The following list of stores has been suggested as basic: Drugstore, Grocery, Bakery, Barber shop and beauty parlor, Butcher, Delicatessen, Shoe Repair, Dry Cleaning and Laundry pick-up, Package Store, Candy and ice cream. To these, if the circumstances warrant, a tavern-restaurant, super-market, bank, notion or variety store, Gift shop, florist, haberdasher, specialty shop, baby shop may be added.

It is hard to think of a case where, in a neighborhood shopping center, there would be need for much else. These centers should be designed to serve the local community and should not compete with the main business center of the municipality any more than is absolutely necessary. Nor should they ever cater to transient business. To do so would bring added traffic, noise and congestion into the neighborhood. There should be no hamburger stands, dine and dance places, bowling alleys or theatres. Gas stations and garages, though convenient to have near at hand, do not belong in such a development on account of the traffic they bring, the odors that come from them, and the other objectionable features inherent in them. They belong, probably, in isolated locations on the outskirts of the municipality, or in the downtown area itself.

#### Regional Shopping Centers.

We have been considering here only the relatively small neighborhood shopping center, but we have grouped with it, in our original tabulation, the regional shopping center. This is really just an overgrown neighborhood shopping center, serving a much larger area into which branch department stores, theatres, furniture stores and many other types of businesses might appropriately be located. The same considerations of parking and loading facilities apply. The same requirements as to location in relation to main highways and intersections govern their location, and they need to be insulated in the same way from the abutting residential property. They may cater, however, to transient business and so a wide variety of enterprises not admissible to the neighborhood shopping center can be accommodated within them.

It may well be that in the future these local "centers", whether neighborhood or regional, will tend to supplant the older type of business center we have always been accustomed to. Unless communities modernize their existing business areas, provide adequate parking facilities and make other improvements, this will certainly happen. No doubt in the period of transition certain owners of property that now has an actual or potential value as business property will find that their property no longer has



these values. If people can shop conveniently in pleasant surroundings near their homes they will not venture into the older congested areas. The answer is not, however, to try to prevent the development of the newer type shopping area and to say that all we can permit is the expansion, along existing highways, of the same sort of business development we have always had. Nor does the argument that the newer centers will compete with or even put out of business the older ones, have much validity. In our fast growing communities, existing shopping facilities are so badly out of date and so poorly arranged as to make their improvement almost impossible. We simply have to start afresh elsewhere. It is unlikely, however, that the transition will be so rapid as to cause serious dislocation of the business community. Businesses in the older areas will have time to move into the newer ones as they come into being, and once moved, will become more prosperous than ever.

Communities have not, in the past, been fully awake to the problems of commercial development. They have the legal means, however, in the existing planning legislation, to control these things in their own interest. They should not hesitate to use these controls.

(Extracts from an article which appeared in the August 1950 issue of The New York State Planning News)

#### BRIEFLY NOTED

Planning Areas: - The Minister recently defined - the Township of Dunn, the Township of Balfour, and the Township of Woolwich as single independent planning areas.

Planning Board - Secretary-Treasurers: - The following changes for the position of Secretary-Treasurer were noted during May: - Mr. D.K. Harvey (Township of Tecumseth); Mr. Thorne Crabbe (Prescott and Suburban); Mr. D.H. Robertson (Township of Matilda); Mr. William Baluk (Township of Hamilton); Mr. Charles Thompson (Penetanguishene); Mr. E.C. Carr (Thornbury); Mr. J.H. Reist (Preston and Suburban); Mr. W.W. Shadbolt (Township of Osgoode); Mr. H.G. Williams is acting secretary-treasurer of the Cornwall and Suburban Planning Board.

Planning Board - Members: - Recent appointments and approvals of membership to planning boards during May were as follows: - Messrs. H.W. Wilson, Clark Mansfield, Andrew York (Chairman), Lawrence Brunton, Clifford Wilkes (Vice-Chairman), Emile Aubrey and T.A. Stanley (Township of Osgoode); Messrs. Gordon Brethet (Vice-Chairman), Ira Matson, Jack Runnalls, Albert Gilroy (Chairman), Fred Dale, Leonard Abernethy, and George Lisk (Township of Tecumseth); Messrs. Arthur McKee, Oscar Ross (Chairman), Creighton Wice (Vice-Chairman), George Bryant and Archie Verriere (Penetanguishene); Messrs. Joseph McCarroll, Peter Thomson, H.A. Halbert, J.W. Malcolm and W.T. Alderson, (Alliston).

Committees of Adjustment: - The Town of Brampton Committee of Adjustment consists of: - Messrs. W.G. Thompson, S.E. Wolfe and R.D. Little, with Mr. J. Galway, Secretary-Treasurer; Mr. J.H. Reist has been appointed secretary-treasurer of the Preston Committee of Adjustment.



#### PLANNING WORKSHOP HELD AT LONDON

Approximately 20 persons representing municipal councils and planning boards in Middlesex County attended a planning workshop conference, May 22 and May 23 at London.

Questions discussed with a visiting team of Community Planning Branch officials included control of gravel pits; control and elimination of non-conforming uses; principles to be observed in granting or refusing consent to sale of lands subject to subdivision control; and prospects for regional planning.

Serious concern over problems created by gravel mining in one of the townships particularly was expressed and considerable time was devoted to discussion of this matter.

It was pointed out that a provision of the Municipal Act enabling municipalities to exercise control specifically over pits and quarries (paragraph 115 of Sub-section 1, Section 388) was repealed in April of this year. However, an explanatory note to the change indicates that matters previously dealt with under this paragraph are now to be handled under Section 390 of the Municipal Act concerning restricted area (zoning) by-laws. A further statutory authority is provided in paragraph 6 of Section 479 of the Municipal Act. As amended this year, the paragraph provides that by-laws may be passed for making regulations as to pits, precipices and deep waters and other places dangerous to travellers.

Municipalities represented at the conference included the City of London and the Townships of London, Delaware, Lobo, Westminster and East Williams. Branch staff members participating were E.A. Gomme, John Pearson, William Thomson and Carl Altenberg.

#### NEW OFFICERS ELECTED AT ANNUAL MEETING OF ONTARIO DIVISION, C.P.A.C.

George L. MacDonald of Toronto was elected chairman of the Ontario Division of the Community Planning Association of Canada at the annual meeting of this organization and of the South West Ontario Branch held May 23 at London.

Mr. MacDonald succeeds Dr. Albert Rose of Toronto. E.J. Pifher, North Bay, was elected vice-chairman. Others chosen were:

Executive Members - John F. Brown, West Hill; W.H. Clark, Thornhill; Clarence M. Cole, Windsor; P. Alan Deacon, Toronto; John C. Don, Dundas; R.T. Donald, Toronto; Robert H. Hunter, Dundas; Philip R. Hawes-Smith, London; Dr. S.D. Lash, Kingston; Norman C. Millman, Oshawa; Dr. F. Gerald Ridge, Willowdale; A. John Van Rassel, Elliot Lake; Linden Y McIntosh, Forth William; H.P. Bragnell, Pembroke; J. Bannigan, Leaside; Dr. Albert Rose, Toronto.

Conveners - Hugh Lamb, South West Region Branch, London; R. Stirling Ferguson, National Capital Region Branch, Ottawa; Macklin Hancock, Metropolitan Toronto Branch.

Dr. Rose and Mr. MacDonald were named to the National Council of C.P.A.C.



The Community Planning Association is a citizen organization having as its chief objective public education concerning planning. Membership in the Ontario division has quadrupled in the last four years, from a total of 194 at the end of 1952 to 856 at the end of 1956. Ontario Regional Supervisor for C.P.A.C. is William A. Dempsey, 32 Isabella St., Toronto, Ontario.

#### COMING EVENTS

June 9-12, 1957

American Planning and Civic Association - 1957 National Citizens Planning Conference. Little Rock, Arkansas. Write - Main Street 1969, Hotel Little Rock, Arkansas.

June 13-17, 1957

Canadian Federation of Mayors and Municipalities, The Murray Bay Conference, Manoir Richelieu, Quebec. Program Highlights - problems of Urban Growth, Development and Renewal.

June 17, 1957

National Housing Conference 1957 Annual Meeting, Washington, D.C., Hotel Statler.

August 26-28, 1957

Ontario Municipal Association, Annual Conference - Bigwin Inn, Muskoka. Eric Hardy, Secretary-Treasurer, 32 Isabella Street, Toronto 5, Ontario.

September 9-13, 1957

Planning Course at Queens University, Kingston, Ontario.

September 19-21, 1957

Town Planning Institute of Canada, Chateau Lac Beauport (near Quebec City). Secretary-Treasurer, Hugh L. Lemon, King Edward Hotel, Toronto 1, Ontario.

September 23-27, 1957

Institute of Traffic Engineers, Annual Meeting, Statler Hotel, Detroit, Michigan. Contact ITE, 2029 K Street, N.W., Washington, D.C.



September 25-27, 1957

Canadian Good Roads Association, Saskatoon, Sask. Annual Convention, Bessborough Hotel, Saskatoon, Sask. Managing Director C.W. Gilchrist, 270 MacLaren Street, Ottawa 4, Canada.

September 29, October 1, 2, 1957

Community Planning Association of Canada, Vancouver, B.C. - National Conference. Director, Eric Beecroft, 77 MacLaren Street, Ottawa, Canada.

October 21-23, 1957

National Association of Housing and Redevelopment Officials, (NAHRO). Annual Conference, St. Louis, Missouri, Sheraton-Jefferson Hotel.

ONTARIO PLANNING - SUBSCRIPTIONS

ONTARIO PLANNING is still available at a subscription rate of \$1.50 for 10 issues a year. Any one person or group ordering more than four subscriptions per year will receive those subscriptions above four at a \$1.00 rate.

Back copies of ONTARIO PLANNING are available at the above subscription rates, and single copies may be obtained for 25¢ each.

Cheques should be made payable to the Treasurer of Ontario, Dept. of Planning and Development, 454 University Avenue, Toronto, Ont.



# ONTARIO PLANNING

Vol.4, No.6-1957

## TIME FOR PLANNING?

(Editorial)

In Ontario, during the first six months of 1957 compared with the same period a year ago, there were:

35 per cent fewer draft plans of subdivision submitted to the Community Planning Branch for approval;

39 per cent fewer residential lots (single family) contained in plans approved for registration;

32 per cent fewer construction starts on new homes (single family detached).

These are averages, covering the Province as a whole and including urban, suburban and rural municipalities. In some areas, the declines in both subdividing and residential construction were greater; in others, less. In some - not many - there were increases in one or both activities. But, generally, the picture was one of slackened activity in both subdividing and construction.

Our purpose here is not to give detailed statistics; a summary of subdivision activity for the first half of 1957, compared with the same periods in 1956 and 1955 is presented elsewhere in this issue of ONTARIO PLANNING. Nor do we propose to comment on or attempt to analyze the economic factors behind these changes. And, perhaps we should add, we don't want to exaggerate the extent to which these activities have declined. Information available at the time of writing indicates that although both are down from the peak years of 1955 and 1956, subdividing in the Province as a whole appears to be proceeding still at about the same rate it was in 1952 and new residential construction at above the 1953 level.

However, we are interested in the implications that such changes have, or may have for planning.

(cont.)

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
454 UNIVERSITY AVENUE - TORONTO 1, ONTARIO

W. M. NICKLE, MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT



For ten years now, in some areas, planning has been almost synonymous with the problems of subdividing and new development. In some cases, planning boards and staffs have been almost exclusively occupied with the review of subdivision plans, with day-to-day dealings with developers, with subdivision agreements, with applications for consent to lot sales, with zoning proposals related to individual developments, and with the administrative work associated with these activities. It has been difficult to plan - not only because of the sheer volume and imminence of new development, but also for reasons such as the shortage of competent technical assistance and the novelty of the ideas and aims of planning, both to various sections of the public and to government itself.

But - it is apparent now that the sort of activity to which many of us have become almost accustomed has slackened and that other pressures are being felt. At the same time, it is evident that the need for planning is more widely recognized than it ever was. And there are more - if still not enough - people trained and capable of undertaking planning tasks.

So - is it possible that there may be benefits resulting from the present situation, such as a greater concern with the needs of the community as a whole - old as well as new, centre as well as fringe, rural as well as suburban, tomorrow as well as today; a concern evidenced by, say, a land use as well as a street map, an official plan as well as a subdivision control by-law?

We hope so.

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#### URBAN RENEWAL CONFERENCE AT SCARBOROUGH

Urban Renewal will be the subject of a special conference sponsored by the Ontario Division of the Community Planning Association of Canada, October 17 and 18 at the Guildwood Hall, Scarborough.

Purpose of the meeting is to explore the meaning of urban renewal and its implications for community planning. The conference has been arranged so as to focus attention on the problems of large and small communities alike. It will feature practical sessions on the initiation of an urban renewal program, its integration with planning and its effects on the community at large.

The program will include, in addition to talks by several key speakers, a number of small discussion group sessions in which everyone may participate.

Anyone with an interest in any of the various phases of urban renewal, including council and planning board members, municipal officials, planners and community workers, is invited to attend the conference.



Registration will begin at 11 o'clock on Thursday morning. Fees are scaled as follows:

|                                       |            |
|---------------------------------------|------------|
| Registration, meals and accommodation | ...\$25.00 |
| Registration and Conference meals     | ...\$18.00 |
| Lunches                               | ...\$ 2.50 |
| Dinner                                | ...\$ 3.25 |
| Registration at separate sessions     | ...\$ 2.00 |

Tours of Guildwood Village and of the Regent Park housing projects will be optional for registrants.

Further information may be obtained from Mr. W.A. Dempsey, Regional Supervisor, Ontario Division, Community Planning Association of Canada, 32 Isabella St., Toronto.

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BRIEFLY NOTED

Planning Areas:

The Minister recently defined the following planning areas: - The Seneca Planning Area (Township of Seneca), and The Townsend Planning Area (Township of Townsend) as single independent planning areas; The Riverside Planning Area (the Town of Riverside being a subsidiary planning area within the Windsor and Suburban Planning Area); The Central Prince Edward Planning Area as a joint planning area consisting of the Town of Picton, the Village of Bloomfield and the Township of Hallowell.

Planning Board - Secretary-Treasurers:

The following changes for the position of secretary-treasurer were noted during June and July: - Mr. Thomas Kerr (Whitchurch Township); Mr. Leo Wahamaa (Rayside Township); Mr. J.K. Curtis (North York Township); Mr. W. Earl Martyn (Reach Township); Mr. W.G. Brown (Township of Orillia); Mr. Victor Kuske (Town of Brockville); Mr. Fred Newman (Township of Dunn); Mr. W.E. Selkirk (Town of Leamington); Mr. T.D. Berry (Village of Shelburne); Mr. J.S. Miller (Township of Brock); Mr. W.H. Eaton (Cornwall and Suburban); Mr. W.J. Robertson is acting Secretary-Treasurer of the Ottawa Area Planning Board; Mr. Alvin Cornelius (East Garafraxa).

Planning Board - Members:

The following were appointed to the Dunn Planning Board: - Miss G.L. Ramsey (Chairman), Mr. Reginald Raney (Vice-Chairman), Messrs. E. Hanna and Sidney Mitchell (Councillors) and Reeve R.B. King (member ex officio).

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## PUBLICATIONS OF INTEREST

1956 Economic Survey of Ontario, published by the Ontario Department of Economics. 500 pages (approx.) Price: \$2.00.

This Survey is the most comprehensive and convenient single source of economic statistics for Ontario, presented on a regional and a provincial basis.

The 1956 Survey differs considerably from previous issues. Many statistical tables have been added and extensive chapters on housing and prices have been included for the first time. In many cases, the statistical data has been carried back to the earliest date for which it is available. All 1956 Census data available at the date of publication has been included.

An important change is the presentation for the first time of all statistical information on the basis of ten instead of the previous 19 economic regions of the Province. These economic regions are, in all cases, combinations of counties, the basic statistical units of the Province. Wherever possible, figures for sub-regions have been included and, in many instances, county data.

Information is presented in both text and statistical form concerning the following major aspects of the economy of the Province:

Geography; population; housing; employment; earnings and income; prices; capital investment; national and personal accounts; survey of production; agriculture; forestry; fisheries, trapping and fur farming; mining; electric power; manufacturing; construction; trade; tourism; transportation.

The population section is a particularly comprehensive 87-page review covering growth from 1901 to 1956; vital statistics; immigration; sex distribution; age distribution; urban-rural distribution; marital status; languages; and projections to 1975.

A Plan For Ontario Highways, a report to the Government of Ontario, prepared by the Ontario Department of Highways; 57 pages, illustrated. Available on request from the Department of Highways.

This is a timely and colourfully presented report summarizing Ontario's Provincial highway needs, immediate and future, and making recommendations for future highway planning and financing.

It is based on a two-year study of the King's Highway System, Secondary Roads and sections of the King's Highway in towns and villages of 1,000 to 5,000 population.

Included in the report is a history and analysis of past development; prediction from surveys of future trends in traffic, road requirements and costs; and recommendations for long-range programs for construction, replacement and maintenance.



Among facts revealed by the survey was that of the 8,600 miles of King's Highway, 3,800 or 44 per cent needed immediate improvement. Sixty per cent of the existing 2,400 miles of Secondary roads were found to be intolerable on the basis of survey standards and 30 per cent of bridge structures were deficient. Three alternative financial programs are proposed to carry out improvements over a 10, 15 or 20 year period.

One of the first concerns of the study was to classify the highway system selected for study according to the type of service provided. The three classes, which are shown graphically as well as described in the report, include: Freeway Highways, totalling 800 miles of the most heavily travelled routes, connecting Metropolitan centres and serving as the backbone facilities for interprovincial and international movement; Trunkline Highways, totalling 4920 miles of routes handling relatively large traffic volumes and linking other big cities and important areas of the Province; and Feeder Highways, totalling 2880 miles of routes providing access to King's Highways in rural areas and serving numerous smaller communities. Freeway Highways carry 32 per cent of King's Highway travel on nine per cent of the system mileage; Trunklines, 50 per cent of travel on 57 per cent of System mileage; Feeders, 18 per cent of travel on 34 per cent of mileage.

The study is described as only the first stage in a continuing program of planning for highway needs. As conditions change, fresh appraisals will be made. The report points out that large deficiencies exist also in other segments of the Province's highway, road and street systems under county and municipal jurisdiction. The Provincial Government bears a large share of the financial burden for these roads and the Department, therefore, plans to extend its estimating of needs to these roads as soon as possible and conduct studies similar to the one described in the present report.

#### COMING EVENTS

- Oct. 21-23    National Association of Housing and Redevelopment Officials,  
(NAHRO). Annual Conference, St. Louis, Missouri, Sheraton-Jefferson Hotel.
- Oct. 28-30    Canadian Institute on Sewage and Sanitation - King Edward Hotel,  
Toronto. Dr. A.E. Berry, Secretary-Treasurer, 72 Grenville  
Street, Toronto, Ontario.
- Oct. 13-17    American Institute of Planners - Congress Hotel, Chicago, Ill.  
Perry L. Norton, 34 A. Brattle Street, Cambridge 38, Mass.

#### COMMUNITY PLANNING BRANCH LEAFLET AVAILABLE

Included in this mailing of ONTARIO PLANNING is a copy of the leaflet "Helping Ontario Plan", prepared recently by the Branch. It contains a short statement of the general function of the Branch, followed by a listing and brief description of main activities. Additional copies may be obtained from the Branch.



## URBAN AND SUBURBAN SUBDIVIDING DOWN DURING FIRST HALF OF 1957

URBAN and SUBURBAN\* subdividing activity in Ontario during the first six months of 1957 declined markedly over the same period in both 1956 and 1955, according to statistics compiled by the Community Planning Branch. A summary of URBAN, SUBURBAN, RURAL and RESORT\* plans approved for registration during the first six months of 1955, 1956 and 1957 is presented in tables at the end of this article. Also presented are separate summaries of subdivision activity in the Metropolitan Toronto Planning Area and of new residential construction for the Province and for the Metropolitan Planning Area.

### URBAN

The total number of single family lots contained in URBAN plans approved for registration during the first half of 1957 was 8820, a drop of 46 per cent over the first half of 1956 and of 26 per cent over the first half of 1955. Total URBAN acreage subdivided was 34 per cent less than in the first half of 1956 and 21 per cent less than in the first half of 1955. (See Table I(A). Quarterly totals (not presented in this summary) show that the percent decline in acreage and lots during the second quarter of 1957 over the same quarters in 1956 and 1955 was not as great as in the first quarter of 1957, where total URBAN acreage was down 45 per cent and single family lots, over 50 per cent from 1956. (See first quarter summary in ONTARIO PLANNING for May, 1957).

### URBAN, SUBURBAN AND RURAL

SUBURBAN acreage and lots, which were approximately the same for the first quarter of 1957 as for the first quarter of 1956, declined sharply in the second quarter of 1957, resulting in appreciably lower mid-year totals in this classification. RURAL subdividing, however, increased during the second quarter, resulting in a mid-year acreage total higher than in either 1956 or 1955 and a lot total mid-way between 1956 and 1955 figures. Combined URBAN, SUBURBAN and RURAL single family lots for the first half of 1957 were down 39 per cent over the first half of 1956 and 25 per cent over the first half of 1955; acreage, down 18 per cent over 1956 and 10 per cent over 1955. (See Table I(B)).

### Metropolitan Toronto Planning Area

Subdividing in the Metropolitan Toronto Planning Area proceeded during the first half of 1957 at a markedly lower rate than in the Province as a whole. The decrease in URBAN subdividing in the Metro planning area accounted for more than half the total Provincial drop in URBAN acreages and lots during the first half of 1957, compared with 1956.

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\* The terms URBAN, SUBURBAN and RURAL are used to classify plans according to the availability of services, as follows: URBAN - municipal water and sewer available; SUBURBAN - municipal water only available; RURAL - neither municipal water nor sewer (year round use). RESORT plans are listed separately. (See also Definitions preceding tables.)



Total URBAN acreage subdivided in the Metro planning area at the end of the first six months of 1957 was 63 per cent less than at mid-1956 and 72 per cent less than at mid-1955; single family lots, 76 per cent below 1956 and 78 per cent below 1955. (See Tables II and II(A)). During the first half of 1957, URBAN single family lots in Metro area plans accounted for only 17 per cent of Provincial URBAN single family totals, compared with 39 and 64 per cent for the first half of 1956 and 1955 respectively. (See Graph following Table II(B)).

### Construction

D.B.S. figures for new residential construction in the Province as a whole for the first half of 1955, 1956 and 1957, showing single family separately where available, are presented in Table III. Declines roughly paralleling those in subdividing are indicated by per cent changes listed in Table III(A).

### Definitions

Terms and abbreviations used in the subdivision tables following to denote services available, nature of land use etc. are listed below:

1. UR - Urban - Municipal Water and Sewer available  
SU - Suburban - Municipal Water only  
RU - Rural - Neither municipal Water nor Sewers  
RE - Resort

A few partially serviced plans are listed as half-plans in UR and SU classifications.

2. S.F. - Single Family Lot  
T.F. - Two-Family Lot  
M.F. - Multi-Family Lot
3. Other Blocks - Comprises all lots and blocks not accounted for under "residential", "commercial" and "industrial".
4. All areas given in acres

- NOTES:
- (a) Availability of Services - based on information supplied by the municipality concerning each application.
  - (b) Proposed Land Use - based on information supplied by the applicant as required by Section 26 of The Planning Act, 1955, and by municipality.
  - (c) All figures are subject to adjustment, on the basis of re-approvals, re-subdivision and correction of errors in tabulation.



TABLE I

## Summary of Subdivision Plans

Approved for Registration in the Province of Ontario

During the First Half of:

(a) 1955      (b) 1956      (c) 1957

| No. of<br>Plans | Type  | Total Plan Acreage<br>(Incl. Streets) | No. of<br>S.F. | Residential Lots<br>T.F. | M.F. | Ac | Commercial<br>Acreage | Industrial<br>Acreage | Other<br>Acreage (not<br>incl. Streets) |
|-----------------|-------|---------------------------------------|----------------|--------------------------|------|----|-----------------------|-----------------------|---|
| a)              | 178.5 | 3874                                  | 11866          | 475                      | 47   | 41 | 155                   | 343                   | 515                                     |
| b)              | 210.5 | 4680                                  | 16437          | 461                      | 139  | 48 | 113                   | 136                   | 566                                     |
| c)              | 168   | 3072                                  | 8820           | 86                       | 24   | 42 | 71                    | 329                   | 629                                     |
| a)              | 71.5  | 1290                                  | 3325           |                          | 1    | 2  | 52                    | 93                    | 97                                      |
| b)              | 73.5  | 1356                                  | 3579           |                          | 1    | 1  | 15                    | 31                    | 130                                     |
| c)              | 62    | 937                                   | 2232           |                          |      |    | 7                     | 153                   | 61                                      |
| a)              | 117   | 1699                                  | 2912           | 5                        |      |    | 33                    | 3                     | 54                                      |
| b)              | 84    | 1459                                  | 2252           |                          |      |    | 13                    |                       | 56                                      |
| c)              | 72    | 2131                                  | 2492           | 2                        | 1    | 1  | 26                    |                       | 746                                     |
| a)              | 81    | 1686                                  | 1674           |                          |      |    | 16                    |                       | 150                                     |
| b)              | 64    | 1061                                  | 1404           |                          |      |    | 13                    |                       | 131                                     |
| c)              | 58    | 1738                                  | 1183           |                          |      |    |                       |                       | 461                                     |



TABLE I (A) Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in (1) total plan acreage and (2) number of single family lots contained in URBAN subdivisions approved for registration during the first half of each year.

|                          | % Change (First Half) |                     |
|--------------------------|-----------------------|---------------------|
|                          | $\frac{1957}{1956}$   | $\frac{1957}{1955}$ |
| URBAN Plan Acreage       | - 34.4                | - 20.7              |
| URBAN Single family lots | - 46.3                | - 25.7              |

TABLE I (B) Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in (1) total plan acreage (2) number of single family lots contained in combined URBAN, SUBURBAN, and RURAL Subdivisions approved for registration during the first half of each year.

|   | % Change (First Half) |                     |
|---|-----------------------|---------------------|
|   | $\frac{1957}{1956}$   | $\frac{1957}{1955}$ |
| Combined UR, SU and RU Plan Acreage       | - 18.1                | - 10.5              |
| Combined UR, SU and RU Single Family lots | - 39.2                | - 25.2              |



TABLE II

## Summary of Subdivision Plans

Approved for Registration in the Metropolitan Toronto Planning Area  
During the First half of:

(a) 1955      (b) 1956      (c) 1957

| No. of<br>Plans | Type     | Total Plan Acreage<br>(incl. Streets) | No. of<br>S.F. | Residential<br>T.F. | Lots<br>M.F. | Commercial<br>Ac | Industrial<br>Acreage | Other Blocks<br>Acreage (not<br>inc. Streets) |
|-----------------|----------|---------------------------------------|----------------|---------------------|--------------|------------------|-----------------------|---|
| a) 69           |          | 2248                                  | 7594           | 471                 | 38           | 25               | 78                    | 161   |
| b) 76           | URBAN    | 1701                                  | 6421           | 419                 | 23           | 19               | 31                    | 88  |
| c) 34           |          | 632                                   | 1543           | 66                  | 1            | 3                | 7                     | 65  |
| a) 8            |          | 84                                    | 278            |                     | 1            | 2                | 11                    |   |
| b) 11           | SUBURBAN | 165                                   | 373            |                     |              |                  | 5                     | 12  |
| c) 12           |          | 138                                   | 319            |                     |              |                  | 3                     |   |
| a) 3            |          | 19                                    | 26             |                     |              |                  |                       |   |
| b) 1            | RURAL    | 5                                     | 10             |                     |              |                  |                       |   |
| c) 1            |          | 95                                    | 206            |                     |              |                  |                       |   |



TABLE II (A) Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in (1) total plan acreage and (2) number of single family lots contained in URBAN subdivisions approved for registration in the Metropolitan Toronto Planning Area during the first half of each year.

|                          | % Change (First Half) |                     |
|--------------------------|-----------------------|---------------------|
|                          | $\frac{1957}{1956}$   | $\frac{1957}{1955}$ |
| URBAN plan acreage       | - 62.9                | - 72.9              |
| URBAN single family lots | - 76.0                | - 79.7              |



TABLE II(B) Showing the total number of URBAN single family lots approved for registration in (1) Metropolitan Toronto Planning Area and (2) Province of Ontario as a whole during the first half of 1955, 1956 and 1957.

|                                    | 1955  | 1956  | 1957 |
|------------------------------------|-------|-------|------|
| Metropolitan Toronto Planning Area | 7594  | 6421  | 1543 |
| Province of Ontario                | 11866 | 16437 | 8820 |

Graph showing per centage of URBAN single family lots approved in (1) Metropolitan Toronto Planning Area (2) remainder of Province during first half of 1955, 1956 and 1957.

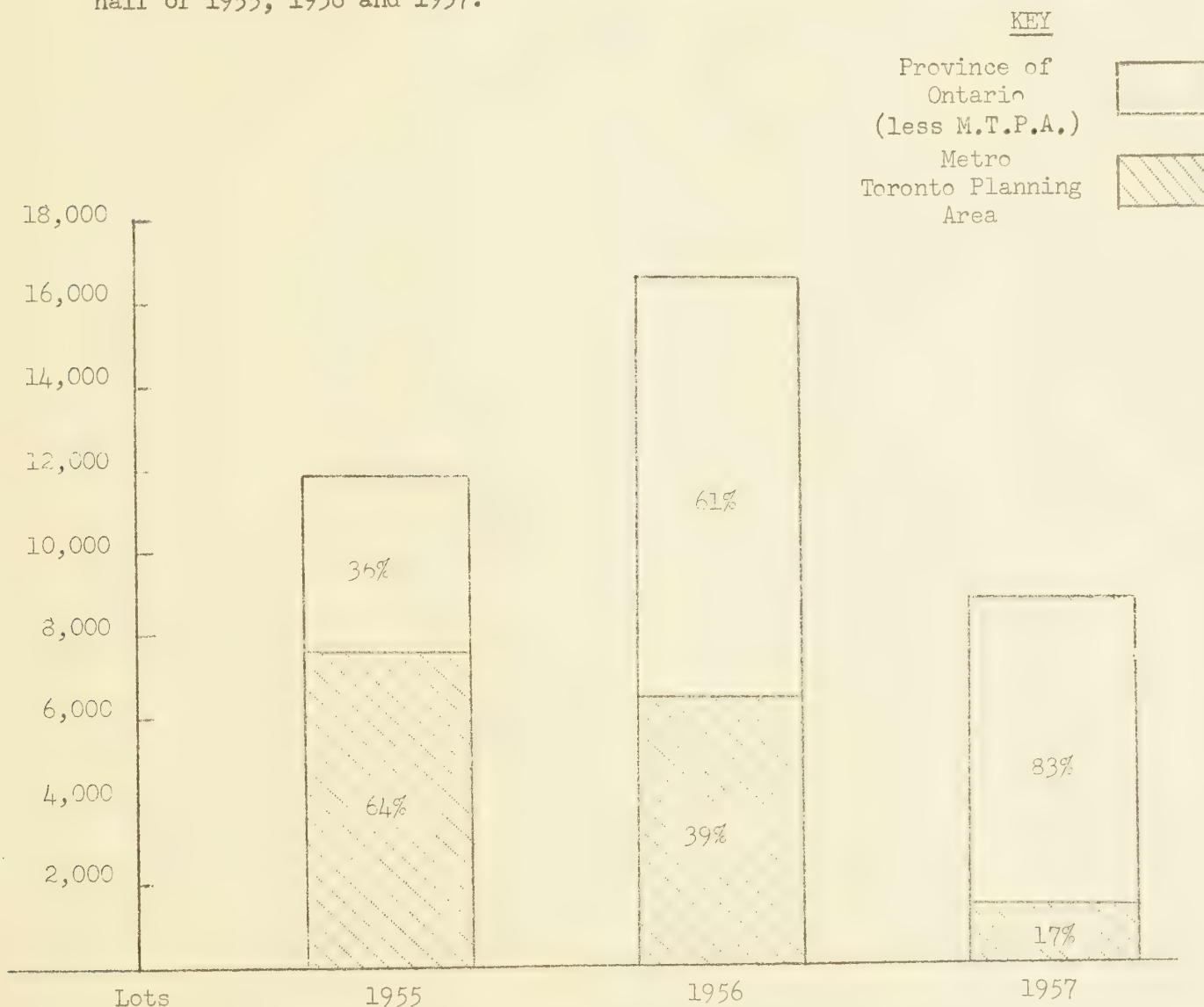




TABLE III Construction of new dwelling units in Ontario during the first half of 1955, 1956, 1957  
(Single family detached in brackets)

|                    | 1955          | 1956            | 1957            |
|--------------------|---------------|-----------------|-----------------|
| Starts             | 22,487 (N.A.) | 23,532 (18,357) | 17,955 (12,504) |
| Completions        | 22,745 (N.A.) | 23,095 (18,154) | 19,899 (13,860) |
| Under Construction | 27,672 (N.A.) | 29,435 (N.A.)   | 24,564 (N.A.)   |

TABLE III (A) Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in (1) starts (2) completions and (3) units under construction in Ontario during the first half of each year. (Single family detached in brackets).

|                    | % Change (First half) |                     |
|--------------------|-----------------------|---------------------|
|                    | $\frac{1957}{1956}$   | $\frac{1957}{1955}$ |
| Starts             | - 23.7 (-31.9)        | - 20.2 (N.A.)       |
| Completions        | - 13.8 (-23.7)        | -12.5 (N.A.)        |
| Under Construction | - 16.6 (N.A.)         | -11.2 (N.A.)        |

Source:- New Residential  
Construction (D.B.S.)



AREA DEVELOPMENT AS RELATED TO HIGHWAY PLANNING

By Dr. George B. Robinson, Asst. Director,  
Bureau of Planning N.Y. State Dept.  
of Commerce.

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To define the terms, it should be pointed out that area development can be taken to mean the development of a metropolitan area or, as it is sometimes known, a metropolitan region. This geographical concept would include the central city and its satellite cities, villages, hamlets, and towns or unincorporated areas.

Automobile Major Factor

One of the most potent causes of the changes which we have seen during the last few decades is the automotive vehicle. The use of automobiles, trucks and buses is probably the major factor in these changes affecting the development of metropolitan areas and requiring many new techniques in highway planning and design.

One of the important effects is that many types of factories are no longer tied to the railroad siding as to site. Access to rail transportation is of course still important for many types of industry. Other manufacturing plants in large numbers are served, from the standpoint of bringing in raw materials and transporting to market the fabricated product, by trucks.

Employees Commute with Cars

An even more important factor in plant location is increased freedom of movement by commuting employees through the use of personal automobiles and common carrier buses. In addition to increasing within limits the choice of the factory in which employees may work, there is the additional effect of a wide range of territory from which commuting employees can be drawn because of the flexibility of automobiles and the relatively simple matter of changing bus routes as compared with rail transportation in former times, that is street cars and railroad train service. To a great degree the use of the automotive vehicle and the highways constructed for their travel has markedly changed the relationship of the place where the worker lives and where he works. Whether similar changes of anything like as profound a character will take place within the next ten or twenty years, due to the development and use of airplanes, is impossible to predict at the present stage of their development.



### Plans for Arterial Highways

The effect of the automobile on the design of cities and their surrounding urbanized areas is of course an old story to highway engineers, but any idea that the full effects of the widespread use of automobiles has been realized must be abandoned in the light of the present urge to replan arterial routes in cities and to construct inter-city connector routes on the scale of proposed freeways, thruways and expressways, beside the rebuilding, redesign and relocation of many other major and minor highway facilities.

### Problems of Industrial Decentralization

One of the topics which economists and industrialists discuss in connection with the problems of area development is termed industrial decentralization. We are not here concerned with the over-all implications of this phrase in terms of inter-State movement of manufacturing plants. But we should examine the effects of certain specific factors affecting industrial location. They will presumably prove to be of increasing importance in the near future in problems of area development and highway planning.

One of these is based on the technological changes in manufacturing processes. This refers especially to improvements in the handling of materials in certain manufacturing processes so that the odor, dust, fumes and vibrations are largely or entirely eliminated. An example is in the use of dust collectors, either mechanical or electrical, which, by centrifugical force or magnetized units, eliminate entirely the emission of dust into the atmosphere.

### Design of Plants Undergo Change

As a result of such changes in processing and for other reasons the design of manufacturing plants is undergoing a considerable change. In part, the long, one-story building is replacing the multi-story factory, partly because the conveyor system in many manufacturing processes is being substituted for the gravity feed principle of design formerly used in multi-story plants. Such design, for several reasons, is now frequently coupled with windowless, air conditioned plants, designed not only for more efficient material handling under controlled atmospheric conditions but also, in part at least, for greater employee comfort and the resulting increased efficiency.

### Greater Area Needed

One of the effects of this redesign of the factory buildings themselves is the need for a vastly greater area for sites. The same manufacturing processes, or fairly similar ones, now require more square feet of site area per employee. In addition, the parking space for employees' cars and the provision of adequate off-street loading and unloading space for trucks lead



to the need for additional site requirements. Furthermore, the present tendency toward the use of space for buffer strips and for landscaping, including in some cases area retained near the factory site for future plant expansion purposes, leads to larger area requirements.

#### Plants May Become Landscape Asset

Moreover, due to this very combination of factories which emit no dust and because they are windowless and air conditioned, little or no noise or vibration, with their landscaping and buffer spaces, in some cases almost parklike in character, the manufacturing plant can hardly be regarded as a nuisance, and in fact, in some instances becomes an asset to the appearance of the community. This means that there is an opportunity for a complete reorientation of the problem of the nearness of the worker's residence to his place of works, since some of these plants, for the reasons described above, can be incorporated directly into residential areas without detriment.<sup>1.</sup>

#### Changes in Zoning Practice

From the standpoint of the planner and the planning board, attempting to use such controls as zoning to aid in carrying out a community improvement program, this offers opportunities as well as complications. Perhaps some of the regulatory provisions of zoning, at present usually written in terms of a strict classification of industries according to their type, may need reconsideration. The future may witness changes in zoning such that the commitments of a particular manufacturing plant, as to its provisions for observing the amenities with respect to neighbouring uses of land, govern its acceptability as to location, instead of a generic classification of, for instance, "light" and "heavy" industry. This approach should hardly mystify an audience of professional engineers, since all of them have long since been originating, developing, and applying a similar idea with respect to "performance-type" building codes.<sup>2.</sup>

#### New Highway Planning May be Needed

This entire complex of ideas concerning changing plant location factors reflects a need for considerable rethinking with respect to highway planning in the entire metropolitan area so that plants located outside of the central city, in many cases in unincorporated areas, are readily accessible to all of the potential employees.

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1. Caution should be used in incorporating an industry directly into a residential area due to the generation of additional traffic and the psychological impact on the community. But changing characteristics of modern industry will permit a closer relationship between the two, so that if they cannot be interwoven they might be located in closer proximity than has been possible in the past.

2. "Performance Standards in Zoning" - Vol. 2, No. 1 - ONTARIO PLANNING



Perhaps one becomes so accustomed to the discussion of these theories of plant location and the effects thereon of centrifugal forces, including the so-called "Decentralization of industry", that he fails to realize what is going on virtually in his own neighbourhood.

### Many Plants Outside of City

The new plant near Utica of the Chicago Pneumatic Tool Company is located outside of the City of Utica, in fact outside of the country in which Utica is located.

The General Electric's new Electronics Park, constructed since the war, is located outside of the City of Syracuse in what was open country near the Village of Liverpool. Even the General Electric's turbo-generator plant, one of the largest in the world, constructed since the war, is in large part outside of the City of Schenectady in the Town (Township) of Rotterdam.

Several atomic plants and laboratories have, as would be expected, been built in areas that were open country. The laboratory constructed by and operated in part by the General Electric is located outside of the City of Schenectady in the Town of Niskayuna, and another nuclear fission experimental plant is located several miles north of Schenectady and south of Saratoga Springs near the Village of Ballston Spa.

It is of course not surprising that these atomic research laboratories are located in relatively sparsely settled areas, such as the great research plant for the study of the medical uses of atomic energy located in the Town of Brookhaven on Long Island, on the site of former Camp Upton near Yaphank.

These are examples in New York State, and undoubtedly you can name several more from your knowledge of your own community, including the airplane plants located in unincorporated areas such as the Curtiss-Wright Plant near Buffalo and the Grumman Airplane Plant on Long Island.

### Planning for Defense

Apparently we can expect to see more of such examples of the location of manufacturing plants outside of the central city. For purposes of defense against warfare, consisting of such potent weapons as atomic bombs and the guided missiles of rocket warfare, we shall probably see national emphasis on the distribution of plants in relation to congested areas.

Perhaps the National Security Resources Board's admonitions with respect to this pattern of fairly wide separations of plants manufacturing war materials are not at present so powerful as to impress everyone concerned. But presumably, as orders are placed by government agencies for the production of materials for the armed services, and as manufacturers discover that these orders, both productive and educational, are placed with concerns having plants located according to the new pattern, emphasis will be lent to these changes in plant location factors.



### Consideration of Regional Shopping Centres

Another rather recent development of importance to designers of traffic arteries in and near metropolitan areas are the so-called regional shopping centres. A few of these at present contemplated or under construction have complete shopping facilities, including moving picture theatres and other accessory stores and service facilities. Frequently they are developed, owned and controlled by one operating agency or corporation and are designed to serve a selected income group, usually with a rather high level of income which includes practically universal family automobile ownership, within twenty or twenty-five miles. These regional shopping centres are laid out with ample parking space, frequently calculated to accommodate the largest number of parked automobiles for the most popular shopping days just before Christmas. Accessibility by means of a network of highways to all parts of the trading area and the proper design of access roads to the traffic pattern of the adjacent highways are important features of the layout of these regional shopping centres.

One of these, being built near Boston, represents approximately a \$20,000,000 investment; others are being planned or built in northern New Jersey and on Long Island. Recently an announcement was made of a large development of this type contemplated for construction at the Hawthorn Circle in Westchester County, a few miles north of White Plains.


### Marginal Protection Needed

In conclusion a warning should be given concerning one of the profound problems of particular interest to engineers designing, planning and construction highways for the purpose of serving the various parts of metropolitan areas. Only recently I have heard forthright statements of the uselessness of continuing in the present direction with respect to the construction of these highway facilities without roadside protection. It is pointed out that to build the finest highways of adequate capacity and proper design without the necessary marginal protection, is to court ultimate disaster. Such highways, when lined with residences, stores and factories, each having direct access to the highway through curb cuts and minor streets, only result in traffic controls, such as numerous stop signs and limited speed zones. Thus a street designed for the fast movement of vehicles and constructed at a cost which was based on a 50-mile-per-hour speed for the movement of thousands of vehicles per hour, becomes the equivalent of any congested city street through speed limitations and the major portion of the taxpayer's investment and the engineer's talent is wasted.

For emphasis, let me repeat that we traffic engineers, community planners, public officials and taxpayers must find a means of educating the public and ourselves to accept and even insist on the necessary planning and zoning controls, or our efforts at highway improvement for the safe and expeditious movement of automotive traffic between communities, particularly within metropolitan areas, will be self-defeating in the long run.

(Extracts from an article which appeared in the August 1950 issue of The New York State Planning News).





# ONTARIO PLANNING

Vol. 4, No. 7 - 1957

## COMMITTEE OF ADJUSTMENT CONFERENCE - 1957

THE ONTARIO MUNICIPAL BOARD

The Ontario Municipal Board is an administrative tribunal, appointed by the Provincial Government and vested by various Acts of the Provincial Legislature with a wide range of responsibilities, chiefly concerning local municipal government. It was originally created in 1906 as The Ontario Railway and Municipal Board, its chief function being to supervise the administration of The Ontario Railway Act and exercise discretionary powers under that legislation. Since then, its duties in regard to provincial railways have become negligible, but a great variety of other important responsibilities, mostly concerning municipal activities, have been assigned to it.

The Board at present consists of nine members, including the chairman, who are appointed by the Lieutenant-Governor in Council - the official name of the Provincial Cabinet carrying out the policies of the Government in power. The members are required to devote their full time to their duties and to hold public hearings throughout the Province. Two members are sufficient to form a quorum to conduct a hearing and deal with any application.

THE COMMITTEE OF ADJUSTMENT - its history, function, procedures and relationship to other planning and administrative bodies - was the subject of a two-day conference sponsored by the Community Planning Branch in Toronto last Spring. More than 50 members and staff of committees in municipalities throughout the Province attended the meeting. Following an official welcome by the Hon. W.M. Nickle, Q.C., Minister of Planning and Development, the conference consisted mainly of a series of talks and panel presentations by guest speakers and members of the Community Planning Branch staff. Articles based on proceedings at the conference are being published in this and subsequent issues of ONTARIO PLANNING. Presented as the lead article in this issue is a resume of a talk on the role of the Ontario Municipal Board concerning Committees of Adjustment, by Mr. Lorne R. Cumming, Q.C., Chairman of the Board. In preparing Mr. Cumming's remarks for publication we have made some changes in his order of presentation. A short description of the functions and responsibilities of the Board in general is given at the outset. Originally contained in the conclusion of Mr. Cumming's talk, this material has been included and expanded slightly here as of general interest to our readers.

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W. M. NICKLE, MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT



The functions and responsibilities of the Board include:

- . Approval of proposed municipal borrowing extending beyond the current year
- . Approval of restricted area (zoning) by-laws and amendments; hearing and decision on appeals against refusal of proposed amendments to zoning by-laws and on appeals from Committee of Adjustment decisions; hearing and decision on applications for approval of official plans and proposed amendments, and of plans of subdivision referred to the Board by the Minister of Planning and Development
- . Approval of redevelopment plans
- . Hearing of applications for incorporation, amalgamation, annexation, or any other municipal boundary changes
- . Appeals from the County Judge on local assessments
- . Approval of the closing of county, township or other roads intersecting or running into a controlled access highway
- . Arbitration of claims for compensation for land expropriation by various public authorities, such as the Hydro-Electric Power Commission of Ontario, the Ontario Department of Highways, municipal corporations and conservation authorities

These and other responsibilities have been vested in the Board over the years by successive governments as it became more difficult to set forth in legislation the exact limits of the powers intended to be conferred on local municipalities by the Province. Altogether, the Board now exercises jurisdiction under some 43 different statutes.

The Board is not ....

The Board is not a court, although in many cases it must adjust conflicting claims and settle the rights of both municipalities and individuals. On all matters of law, however, its decisions are subject to appeal to the courts.

The members are not judges, although they must conduct their proceedings in accordance with recognized judicial principles.

The Board is not a legislature, because it has no power to make laws or to pass regulations having the force of laws, except in the control of its own procedures. It is, instead, as stated previously, an administrative tribunal, with wide discretionary powers committed to it as a central, independent and impartial authority, theoretically removed from political pressures on the provincial or local level.



## The Board and Zoning

The Board's responsibilities concerning zoning by-laws date back to 1921, when a provision enabling certain municipalities to pass residential zoning by-laws was first included in The Municipal Act. From the beginning, it was provided that no such by-law could come into effect, or be repealed or amended, without the approval of the Board.

Over the years, the zoning powers delegated to local councils have been greatly extended and revised to provide all municipalities with a more efficient and up-to-date instrument for controlling the use of land, and for implementing plans for community growth and change. The requirement that all by-laws passed in exercise of these delegated powers must be approved by the Board has been retained; and this has meant a corresponding increase in the responsibilities of the Board and in the volume of applications which it must handle.

## The Board and Appeals From Committee of Adjustment Decisions

An important feature of the development of Ontario's planning legislation since 1946 has been the creation of local Committees of Adjustment to provide some degree of flexibility in the administration of zoning by-laws implementing official plans and the subsequent provision of a right of appeal to the Board from Committee decisions.

### .... The right of appeal

In our legal system, it must always be remembered that a right of appeal is created only by some statute. It does not exist unless it is to be found in a statute; and it can be exercised only in strict accordance with the provisions of that statute.

The right of appeal to the Municipal Board against a Committee of Adjustment decision is created by sub-section 12 of Section 18 of The Planning Act, 1955. It can be exercised only if the procedures specified in Section 18 are strictly complied with, commencing with the sending out of notice of the Committee's decision, as provided for in sub-section 10, and carrying on through sub-sections 11, 12 and 13 down to the hearing of the appeal. Failure to comply with any of these requirements means that there is no longer any right of appeal and that the Board has no jurisdiction to deal with the matter. It is sometimes assumed, for example, that it is sufficient to send notice of appeal to the Board only and not to the Minister of Planning and Development as well ... or to send notice by ordinary, rather than by registered mail ... or to send notice after the prescribed time limit of 14 days. To make such an assumption, however, is to overlook the fact that strict compliance with the procedures specified in the Act goes to the very root of the Board's jurisdiction. The Board has been given no right to waive compliance with any of the provisions of the statute, and if these provisions are not complied with, it cannot entertain or deal with the appeal.



## Policy and Procedure of the Board on Committee of Adjustment Appeals

### .... Application and Notice of Hearing

The first concern of the Board on receiving an appeal is whether it has the power to deal with it - in other words, whether the requirements previously referred to have been met. Any failure to comply with these requirements should be brought to the Board's attention as soon as possible, so that it can decide the preliminary issue of its jurisdiction - if possible, before it has issued an appointment for a public hearing. However, in some cases, jurisdiction depends on a finding by the Board on some disputed question of fact, which must be the subject of evidence at the actual hearing.

Assuming that the application is in order, the Board proceeds to issue an appointment for a hearing. Notice of the hearing is sent to the Minister of Planning and Development, the applicant, the secretary-treasurer of the local committee, and to such other persons and in such a manner as the Board may determine. Ordinarily, the Board directs the secretary-treasurer of the committee to send notice of the hearing to all persons who received notice of the original hearing before the committee. Other persons, however, may be notified, at the Board's discretion.

The hearing is always public. It is held either in the municipality, or as close to it as is convenient. The purpose of the appeal is to deal with a local matter and the Board takes the view that if it is to reach a reasonable decision, it must be able to hear from all the local people concerned, including the applicant, the neighbours, the planning director, the building inspector - in short, anyone who has knowledge of the problem and has been able to inspect the lot or building, or whatever it is that is the subject of the appeal.

(Mr. Cumming suggested that the secretary-treasurer of the local Committee of Adjustment should bring the notice of the hearing to the attention of the members of the Committee and further, that it would be desirable if Committee members appeared more often at hearings. ".... It's true their (the Committee's) decision is in writing and they are supposed to have complied with the requirements of the statute and stated the reasons for their decision; but I see nothing whatever wrong with the idea that a member of a Committee of Adjustment - or, for that matter, all the members of a Committee of Adjustment - should appear before the Board on the hearing of an appeal and give any further information that is available .... and defend their decision.")

### .... The Board holds a hearing "de novo"

Sub-section 15 of Section 18 empowers the Municipal Board to dismiss the appeal and to "make any decision that the committee could have made on the original application". The Board interprets this provision to mean that it should conduct what is described in legal language as a hearing "de novo" - that is, a



complete re-hearing of the application. Such a hearing differs from an ordinary appeal before the Ontario Court of Appeal, for example, where the appeal is heard on the basis of a word-for-word record of the evidence and exhibits presented at the original trial, and no new evidence is normally presented or admitted. The Court decides, on this record and after hearing the arguments of counsel, whether the previous decision was correct.

A practical consideration necessitating a re-hearing in the case of appeals against Committee of Adjustment decisions is the fact that, apart from the application and the Committee's written decision and reasons, there is no record before the Board of what was said at the Committee hearing.

At a re-hearing of an application, such as the Board conducts, the same witnesses or new witnesses may appear and similar or new evidence may be presented.

.... The Board forms its own opinion on the case

The powers of the Board in dealing with an appeal are, in effect, the same as those of the Committee in dealing with the original application, as set out in Sub-Sections (1) and (2) of Section 18. If, for example, a Committee has refused an application for a variance and the applicant has appealed to the Board, the Board has the power to do what the Committee might have done; that is, it may dismiss the application, or it may, in its discretion, on exactly the same evidence, grant the variance which the Committee refused.

No one has a right to a variance. In deciding whether a request for a variance should be granted or refused, a Committee of Adjustment is exercising discretionary powers. The limitations on these powers are described in some detail in the statute, and, keeping these limitations in mind, the Committee is expected to form an opinion and reach a decision as to what is fair and proper under the circumstances. The Board has interpreted the legislation to mean that, on an appeal, the Board, in turn, is expected to exercise the same sort of discretionary power and to formulate its own opinion as to whether the variance should be granted - whether that opinion agrees with the opinion of the local Committee or not.

.... The Board cannot rule that a Committee decision is illegal

As previously stated, the Municipal Board is not a court of law, and for this reason, it cannot make declaratory judgments. Sometimes, however, a person appealing a Committee decision will set out to prove, in the notice of appeal or at the hearing itself, that the Committee exceeded its powers - that it had no power to grant the variance it did, for example, because of the wording of Section 18 and because of the facts that were disclosed. The Board is then asked to reverse the decision of the Committee on the legal ground that the decision was based on an excess of jurisdiction, or the assumption of a jurisdiction that did not exist. Since the Board is not a court, it has no power



to rule that the Committee exceeded its jurisdiction and that its decision was illegal. If the facts show that the Committee did act in excess of its powers, it would appear that the decision of the Committee is legally a nullity and an application might be made to a court to have it so declared. So far as the Board is concerned, the questions before it as an administrative tribunal are whether the Board itself has the power to grant the application and whether the application should be granted, either in the form originally applied for, or in some other form. If the Board happens to exceed its powers, there is provision in the Ontario Municipal Board Act for an appeal directly to the Ontario Court of Appeal.

.... Committees complimented on record; advised not to be "too thin-skinned"

In 1956, there were 96 appeals to the Municipal Board arising out of a total of some 1400 Committee decisions - a record which, Mr. Cumming said, "speaks well for the good sense and good judgment and integrity" of Committees.

It was completely erroneous, he suggested, to consider a successful appeal as an implied criticism of the members of the Committee concerned.

"The members of the Board certainly don't have that approach to it and I don't think the members of the Committee should have. Both are equally concerned in working out a realistic and proper administration of very important by-laws which are intended for the protection of our communities and the creation of better communities."

He advised Committees "not to be too thin-skinned about local criticism and not to be worried if occasionally members of the Board don't happen to agree with your decision".

#### SCHOOL LOCATION PLAN INCORPORATED IN OSHAWA OFFICIAL PLAN

Broadly speaking, the task of a planning board is to develop a comprehensive plan for the community and furnish what assistance it can towards implementation of the various elements of the plan.

School needs are an important feature of any community's planning considerations. This is especially true today, not only because of the facts of school population increase, but also because of the importance generally assigned to the elementary school as the nucleus for neighbourhood planning.

Proposed as well as existing school sites are now shown on a number of official plans in effect in Ontario.

A recent and encouraging example of this trend is an elementary public school location plan approved by the Minister as amendment No. 7 to the Oshawa official plan.



The plan was formulated by the Oshawa Planning Board, at the request of, and in conjunction with the local Board of Education. It recognizes the need for greatly expanded school facilities over the next 25 years and, in common with other segments of the official plan, is based on population estimates covering this period.

Purpose of the plan is to provide a suitable and orderly site development program for future extensions to the public school system by:

1. Designating desirable locations for new public school sites
2. Establishing approximate boundaries for new school districts
3. Developing classroom requirements within these new districts based on population forecast
4. Adjusting boundaries of existing school districts to accommodate population shifts.

Benefits expected from the plan include:

1. Acquisition of new sites while districts are still in the formative stage of development, which, in turn, will enable land purchase at minimum cost; maximum choice of exact location; and maximum opportunity for integration of the site with the surrounding district
2. Provision of a recognized plan to which all public authorities may refer.

Standards adopted as a basis for the plan were: a maximum home-school travel distance of between 1/2 and 5/8 miles; classroom population of between 35 and 40; desirable minimum site area of six acres; desirable maximum school population of 400 to 500 (12-room).

In addition to making specific recommendations as to school location, the plan also recognizes the need for periodic re-assessment in the light of actual population growth and change, as well as possible changes in school policy.

## CONFERENCES

### Planning, Housing and Welfare

Two conferences on these subjects of interest to planners - housing and living arrangements for elderly people and social welfare - were held at the University of Toronto last Spring.

"The First Ontario Conference on Aging" May 31st through to June 3rd had several sessions on housing and living arrangements for elderly people. Of particular interest to planners were two sessions, the first on "An Investigation of Different



Types of Living Arrangements, Their Design, Location and Finance", and the second - "How to Determine the Kind, Amount and Need for Housing". Both sessions took the form of panels with group discussion following. Each session was attended by about 40 people. Panel speakers included: Mr. Allan S. Stewart, Q.C., of Owen Sound, Mr. S.M. Chown, Q.C., Renfrew, and Mrs. C.E. Hoffman, Toronto.

Each spoke of his individual interest and activity in his own community in regard to housing elderly people. The view was unanimous that elderly people should not be segregated, but should form a part of the normal population distribution in the community. Considerable discussion took place on the location of senior citizens' homes, boarding homes, and other forms of accommodation. Reference was made to problems of zoning and the establishment of institutional type accommodation in areas that elderly people like to live in. Considerable stress was placed on the need for close co-operation between directly interested agents such as service clubs, welfare agencies and the local planning board.

The second session, dealing with questions of measuring housing need, consisted of four participants speaking of their local experience on the question of need. One of the most important points to arise out of this discussion was an elaboration of the duties of planning boards as provided under Section 10 of The Planning Act, 1955. It was pointed out that Planning Boards in conducting their basic and continuing studies could prove to be of invaluable assistance in pointing up the need and extent of any housing problem for elderly persons.

It was further suggested that additional research in regard to housing need, not only for elderly persons, but for all members of the community, might be provided by special research teams working in conjunction with the Planning Board.

#### .... Welfare

The second conference of interest to planners was the Ontario Welfare Council Conference held on June 4th and 5th. In the session entitled "How to Lay Foundations for Community Planning", great interest was shown in the possibility of close relationships between planning boards and social service councils who were actively planning for the community on a social service basis. A number of the participants, who came from such centres as Guelph, Sarnia, Richmond Hill and Ottawa, referred to common planning problems particularly in the areas of urban expansion and urban renewal.

It was not generally realized that here, again, local planning boards, functioning under The Planning Act, 1955, could be of considerable assistance to such Councils and in turn could also benefit from the work of the councils as those groups dealt with the human problems of the community. The opinion of the panel members, at the conclusion of the session, was that there was an increasingly evident need for closer collaboration between the social and physical planners.



### Area Workshops

The series of area workshop conferences conducted by the Community Planning Branch in co-operation with local municipal and planning authorities continued during the Summer months with meetings held at Preston, June 18 and 19; Windsor, June 25 and 26, and Ottawa, September 10 and 11.

### FINAL 1956 CENSUS TOTALS FOR ONTARIO

Final tabulations of 1956 Census returns place the population of Ontario at 5,404,933, an increase of 807,391 or 17.6% over 1951's count of 4,597,542, according to a report released by DBS which contains population totals classified by sex, for counties and census divisions as well as for such subdivisions as incorporated cities, towns and villages, organized municipalities, parishes and townships. The male population increased 407,349 in the five-year period to 2,721,519 from 2,314,170, and the female population by 400,042 to 2,683,414 from 2,283,372. The excess of males over females was relatively small, amounting to 38,105 versus 30,798 in 1951.

Increases in population in the five years were recorded for all but one of the 54 counties in the province (Manitoulin decreasing by 154) and for all but one city (Toronto city proper showing a decrease of 8,048). Large increases were shown for Toronto's neighbouring Scarborough Township (83,452 or 148%), and York North Township (84,213 or 98%). All municipalities in York County showed substantial gains, with those forming the Municipality of Metropolitan Toronto rising to 1,358,028 from 1,117,470, an increase of 240,558 or 21.5%.

The counties showing the greatest numerical increases in the 1951-1956 period were York, with a gain of 263,979, and Wentworth, with a gain of 50,155. Halton and Peel, the counties between York and Wentworth, recorded the largest rates of growth -- 55.2% and 49.3%, respectively. In the northern part of the province, the county of Sudbury recorded the largest gain both numerically and proportionately, increasing by 32,385 or 29.6%.

The city showing the largest numerical increase was Hamilton, with a gain of 31,304. The largest rate of growth was recorded for Cornwall (97.7%) where part of Cornwall township was annexed between 1951 and 1956. Sudbury had the largest majority of males (2,122) among the cities of the province, and Toronto and Ottawa, the largest majorities of females (12,076 and 11,355, respectively).

Males outnumbered females in all but 13 counties, the largest majorities of males being shown for Thunder Bay (10,026), Sudbury (8,505), and Algoma (8,443). York and Carleton counties showed the largest majorities of females, with 17,347 and 9,070 more females, respectively.

(from D.B.S. Daily Bulletin)



### PUBLICATIONS OF INTEREST

Shopping Centres Re-Studied, Emerging Patterns (Part One), 78 pages; and Practical Experiences (Part Two), 166 pages, Technical Bulletin No. 30, Urban Land Institute. Free to U.L.I. members; \$5.00 each to non-members.

".... the automobile accounts for Suburbia, and Suburbia accounts for the shopping centre ...."

Part One - Emerging Patterns - discusses shopping centre planning, development and operation. It deals with the principles followed in analyzing the market for shopping centres, buying habits, site selection, site planning, store location and planning arrangement. The study defines three general types of shopping centre - Neighbourhood, Community and Regional - and discusses some implications of suburban shopping centre development for downtown districts.

Part Two - Practical Experiences - contains illustrations and statistical analyses of shopping centres now in operation or scheduled for early construction. It is based on returns from two questionnaires, one circulated by the Institute and the other by Dr. Homer Hoyt, economist and shopping centre analyst. Features reported on include: use of specialists in planning; size; building patterns and space distribution; parking; delivery location; tenancy; operation, including advertising and promotion. Most of the centres discussed are, of course, in the United States, but a number of Canadian centres are included, both in Ontario and in other Provinces.

This study is primarily concerned with shopping centres from the developer's point of view, and, as previously indicated, the experiences drawn from are mainly in the United States.

The modern shopping centre - especially the large "regional" centre - is a very recent development, with considerable implications for community planning, which have as yet to be fully explored. This study appears valuable chiefly as a detailed descriptive report on current trends and developments in shopping centres, from which the planner must draw his own further conclusions.

### T.P.I.C. ELECTS OFFICERS AT ANNUAL MEETING

Burroughs Pelletier, Director, Provincial Bureau of Town Planning, Department of Municipal Affairs, Quebec, was elected president of the Town Planning Institute of Canada at the organization's recent annual meeting.

Mr. Pelletier succeeds past president P. Alan Deacon of Toronto. Other officers chosen were: A.G. Martin, planning director, Calgary City Planning Commission, first vice-president; A.L.S. Nash, Director, Community Planning Branch, Ontario Department of Planning and Development, second vice-president; Hugh L. Lemon, Toronto, secretary-treasurer.



Councillors are: A.H. Armstrong, Ottawa; C.E. Campeau, Montreal; J.T. Allston, St. John, Newfoundland; M.V. Jones, M.B.M. Lawson, Gordon Stephenson and L. Gertler, Toronto; Eric Thrift, Winnipeg; Donald South, Victoria; A.J. Walker, Vancouver.

#### BRIEFLY NOTED

Planning Areas: - The Minister recently defined the following planning areas: - The Caledonia Planning Area (Village of Caledonia), The Scugog Planning Area (Township of Scugog), The Strathroy Planning Area (Town of Strathroy), and the Cardiff Planning Area (Improvement District of Cardiff); The Waterford and Suburban Planning Area - which includes all of the Village of Waterford and part of the Township of Townsend and The Hagersville and Suburban Planning Area which includes the Village of Hagersville and the Townships of Walpole and Oneida; The boundaries of The Williamsburg Planning Area were altered to include the whole of the Township of Williamsburg.

Planning Board - Secretary-Treasurers: - The following changes for the position of Secretary-Treasurer were noted during August and September: - Mr. George Prew (Strathroy); Mr. F.W. O'Sullivan (Central Prince Edward); Mr. Clifford Redman (Scugog); Mr. E.C. Oliphant (Dryden); Mr. C. Gaston Demers (Balfour); Mr. G. Cooper (Township of Waterloo); Mr. L.C. Leacock (Township of Mountjoy); Mr. Arthur Isreal (Woolwich); Mr. Orland Johnston (Seneca); Mr. D.F. Easton (Scarborough); Mr. Alfred Davey (Windsor and Suburban).

Planning Board - Members: - Recent appointments and approvals of membership to planning boards during August and September were as follows: - Robert Hoover, (Chairman); Frank Sercombe, Vice-Chairman; Orland Johnston, Secretary; Bruce Waley; Mac Stoneman; Walker Hedley; Frank Young, Reeve, (Seneca); Otto Klenck, (Chairman); Ernest Hachborn, (Vice-Chairman); Walter Hachborn; Howard Ziegler; Walter Geisel, Reeve, (Woolwich); Edgar Bradley, Reeve; W.P. Stewart; G.R. Gwom; Sylvio Huneault (Vice-Chairman); J.M. O'Shaughnessy; Treffle Gravelle; E.H. Mulligan (Chairman); A.F. Risso; A.L. Frappner (Balfour); John Sweetman (Chairman); Clifford Redman (Secretary-Treasurer); Alfred Eden; Alvin Heayn; Ansen Gerrow (Scugog); Reeve Westgate; Charles Conway (Vice-Chairman); David Rolston; John Eakins (Chairman); E.A. Spence (Strathroy).

Committees of Adjustment: - The reconstituted Committee of Adjustment for the Township of North York now consists of the following members: - Messrs. F.W. Kemp; C.C. Holmes; D. Aldcorn; K.A. Gariepy; and J. Coleman.

#### Committees of Adjustment

The following Committees of Adjustment were established during June and July - Village of Streetsville, Township of King, City of Niagara Falls and City of Belleville. The Chairman and Secretary of the Streetsville Committee of Adjustment are Mr. R.W. Mishaw and Mrs. I.D. Willis. The Secretary-Treasurer for



Township of King, City of Niagara Falls, and Town of Brockville are Messrs. H.G. Rose, John Philip and Victor Kuske respectively. The following appointments were approved by the Minister: Messrs. Grant MacDonald, Wm. McCartney and John H. Moore to the Orangeville Committee of Adjustment. Membership on the Belleville Committee of Adjustment consists of the following: Messrs. Arthur Keegan, Edward Bernstein and Hugh Murray. Mr. B.C. Lambert is now Secretary-Treasurer of the Committee of Adjustment for Fort William.

Printed as a supplement to this issue of ONTARIO PLANNING is an article on Area Development as Related to Highway Planning, by Dr. George B. Robinson, Assistant Director, Bureau of Planning, New York State Department of Commerce.



# ONTARIO PLANNING

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## SECOND THOUGHTS ABOUT URBAN RENEWAL

In the past 12 months or more, urban renewal as a term and as a possible inspiration to civic action has been used with increasing frequency by planners, city councils and other agencies and individuals concerned with development in the built-up portions of our Ontario urban communities. With the increase in use of the term, there has, as might be expected, also come a parallel confusion of views as to what the term "urban renewal" includes and what the relationship is, or should be, between urban renewal and community planning as it is known in Ontario today. To some, the idea of urban renewal replaces that of redevelopment; to others, it is simply another name for slum clearance; but probably to the great majority it suggests a vague but all embracing programme which appears to be successfully pursued in the United States and which, it is hoped, will resolve many, if not all, current problems associated with the built-up areas of our Ontario communities. The fact of the matter, of course, is that the meaning of urban renewal in this Province will grow with future experience.

As 1957 ends, however, the picture has improved and the perspective is somewhat sharper. From conferences, meetings, discussions and a general analysis of current development in built-up areas, there appears to be considerable agreement on the following points:

- (a) The term "urban renewal" itself is an importation from the United States where it has a definite place in U.S. Federal legislation and is directly linked to the availability of Federal funds. In the U.S., therefore, the free use of the term to describe a definable programme aimed at the removal and prevention of blight has a greater validity, legal and otherwise, than in Ontario. To qualify for Federal urban renewal assistance, for example, an American municipality must submit what is known as a "workable programme" which in turn consists of 7 mandatory items:

Codes and Ordinances;  
A Comprehensive Community Plan;  
Neighbourhood Analysis;  
Administrative Organization;  
Financing;  
Housing for Displaced Families; and  
Citizen Participation.

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
454 UNIVERSITY AVENUE - TORONTO 1, ONTARIO

W. M. NICKLE, MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT



In Ontario, there is no such integrated official urban renewal programme comparable to that in the United States, although in practice there is a multiplicity of programmes, both publicly and privately sponsored, that have a renewing effect. On the other hand, the idea of a total, co-ordinated programme is gaining ground as a result of increased urban renewal studies conducted by various municipalities with financial assistance under Part V. of The National Housing Act, 1954.

- (b) Urban renewal is not planning but the implementation of public and private programmes directed toward renewing and maintaining the urban centre - city, town or village - as a healthy, satisfactory place in which to live. This in itself is not especially new. Every community has and always has had such programmes to a limited extent, and a varying degree of success. On the other hand, a real element of "newness" does suggest itself in the recognition that, because of the scale of action involved and because of the rapidity of social, economic and technological change, a co-ordinated, planned approach on a community-wide basis is the only approach that will enable a community to approximate successfully its goal.
- (c) Any attempt to define a phenomenon as new and as yet untested as urban renewal inevitably leads to difficulty. On the other hand, a "safe" description that has gained the greatest amount of support from those directly involved is that renewal may be described as the co-ordinated total of all public and private action that must be taken to ensure continuous community maintenance and sound physical, social and economic development. If this can be accepted, urban renewal must be based upon comprehensive planning that will inevitably include not only physical or geographic considerations, but capital budgeting, community organization and municipal administration. Plans for the conservation of currently sound built-up areas or for the rehabilitation of older areas will be meaningless unless proposals are paralleled by a clear recognition of the strengths and weaknesses of existing administrative machinery to put them into action.
- (d) Redevelopment is undoubtedly the most dramatic and best known form of urban renewal activity in Ontario today. Certainly it is the most expensive. By itself, however, it cannot be relied upon as the sole salvation of urban areas. A greater emphasis must be placed on prevention and improvement.
- (e) Finally, urban renewal is not simply slum clearance nor does it, particularly in Ontario, depend upon the existence of substandard housing. If it depends on anything, it is probably upon a vision of a new kind of urban living based upon an economically and socially healthy urban centre plus a will to use all the available means - public and private - to attain that end.

A list of divergent views and of questions still to be explored would range far beyond the scope of this review. On the other hand, a basic platform, (or point of departure) however small, or narrow, appears to have been established for the guidance of civic officials, planners and private citizens, which should ensure a minimum of confusion and delay in the future when long-range development programmes affecting built-up areas are being contemplated.



Perhaps the most important single gain made in this "get acquainted" period has been the realization that urban renewal - we speak now in terms of implementation - must be preceded by planning on a community-wide and time-wide basis. To implement on a piecemeal basis and in an unco-ordinated manner has proved costly in terms of money, and wasteful in terms of human effort.

One of the best commentaries we have read recently on this position is contained in an article published through A.S.P.O.'s Planning Advisory Service. (Information Report No. 100, July, 1957). Entitled "Planning in Urban Renewal" and written by Jack Meltzer, Director of a south-east Chicago renewal programme, the article is a particularly timely one (based on actual experience) on the relationship between urban renewal and community planning.

This is a basic issue and one that demands much more clarification if our future ideas for the development of our built-up areas are not to be lost in a confusion between policy and procedure, and between a variety of local and extra-local agencies. In the light of American experience, the author points out, for example, that because urban renewal contains a large element of administration related to the availability of Federal funds, a real danger exists of planners becoming over-involved in procedures, check lists and compromise on the basis of individual projects. A close historical tie between urban renewal, slum clearance and public housing will undoubtedly account for a part of this danger and foster its presence. On the other hand, it is the very opportunity to avoid such pitfalls that represents the challenge of urban renewal to planners. The ability of planners to take advantage of this opportunity and to remain apart from the administrative details will largely determine in the long run the success or failure of urban renewal.

Here are some examples of the author's thoughts on this aspect:

"....urban renewal is not a process of completing forms to get Federal aid; of telephone calls and meetings; of schedules for relocation, acquisition, demolition. .... Rather, it becomes a matter of schools, parks, land uses and the economical and social place of an area within the city. ....these are problems for an urban growth expert not a technician caught in a morass of clerical detail. Urban renewal is a city planner's business and profession."

And again:

"He (the planner) attempts to see a problem in relation to the needs of the entire city.... His contribution to urban renewal must be first, his professional knowledge of the whole subject of change in the city; and second, his ability to co-ordinate and to deal with the variety of force, factors and personalities that are involved in renewing a city."

Further in the article the author raises the major difficulty of official city organization for urban renewal operations. This is extremely important for clarifying and justifying his earlier remarks on the function of planners in renewal. Unless complementary changes are made in the municipal administrative structure to assist in the implementation of proposals, the planning agency may easily sacrifice its responsibility of providing long-range solutions in the attempt to deal with these details. In general, the author suggests that the permanent framework of the local government structure be used with necessary modification in staff, function and operations so that programmes may be effectively implemented.



What specifically, then, should the planner concern himself with when dealing with or drafting programmes aimed at maintaining and developing built-up areas over a long period?

According to the author of the article, these basic considerations are all functions and responsibilities of the planner:

The designation of the renewal areas, or the defining of specific areas within the larger built-up areas that are seen as requiring programmes which utilize all or a combination of the techniques of Conservation, Rehabilitation or Redevelopment. A critical issue in determining such areas lies in the anticipation of the function of such areas relative to the future development and functional role of the city itself. One of the most difficult examples of this particular problem is currently being faced in the planning for renewing "skid row" type areas in larger cities.

Community facilities, such as schools, hospitals, churches, community centres and recreational facilities such as parks, playlots and playgrounds, are important considerations from the outset, particularly when the renewal areas involve residential usage. These considerations are, however, equally important when the land involved is seen as serving a different use to that of housing, such as commercial or industrial.

Traffic and commercial activity have a vital bearing not only on the creation of blight in the past, but on the future use of the area. Such factors should be dealt with both on a local and community-wide basis before any one area is singled out for long-term treatment.

Local commercial activity is frequently given brief treatment particularly where a number of small shops are concerned. Consideration should be given, it is stressed, to the individual shop-keepers - not only in terms of compensation for business disturbance, but also from a planning point of view when such enterprises may well serve specific needs in the area or in the city itself. These needs and services should be carefully assessed before a decision is reached.

By-law enforcement and rehabilitation involve the establishment of standards that must be capable of justification from a long-range viewpoint. Minimum standards must be related to the marketability of the buildings in the renewal area following enforcement. Here, again, the important relationship between the local designated area and the wider community and the long-range plan is stressed. Rehabilitation, which has been openly questioned by a number of planners, is seen by the author as never being a real possibility unless an overall plan for the area is developed and unless all of the other elements of the plan provide a receptive setting for the rehabilitation operation. He states: "Property owners and financing institutions cannot be expected to invest their money unless assured that good community facilities will be available and that the neighbourhood environment will protect their investment."



Relocation, although a special operation in the implementation stage, cannot be overlooked by the planner during the programme drafting period. In long-range programmes dealing with dislocation - and this affects practically all forms of renewal - it must be complimented by a clear recognition that a realistic relocation plan be developed parallel with other programmes. Any relocation plan should be broad enough to include dislocated activities such as businesses, institutions, community facilities, as well as families and individuals.

Finally, the market analysis is felt to be a technique not used to its fullest extent in pre-renewal planning. It would seem obvious, however, that market analysis cannot be ignored if a long-range plan to maintain and develop the built-up area is to be entertained. The author states, however, that market analysts find it difficult to visualize a new plan and its effect upon the market which they are attempting to analyse.

We must, of course, remind ourselves as we read Mr. Meltzer's article that he is writing about American experience and about a programme that has legal validity in American legislation. We should also bear in mind that there are differences between the Canadian and American cultures, even though cities and towns or, to put it more generally, all urban areas on both sides of the border are predominantly North American in character. A third point to remember is that urban renewal in the United States has all of the characteristics of a new movement, politically, socially and economically inspired, that is based not only on the negative aspect of removing blight, but on the positive aspect of a new concept of urban environment and urban living. This, perhaps, is the chief value of the article for Ontario urban communities where the negative factors fostering urban renewal activity have not developed to the same high degree that they have in U.S. cities. But, regardless of whether or not Ontario cities and towns are faced with the same kind of emergency as their American counterparts, the positive side of a new look in urban environment and living still remains. Whether or not our own communities will become excited enough to do anything about it remains to be seen. On the other hand, should this situation arise, the principles which lie behind Mr. Meltzer's article and which he takes such great pains to emphasize, are as important to the development of our own built-up areas as they are in Chicago, New York, San Francisco, or St. Louis.

After reading Mr. Meltzer's article we have reached the rather happy conclusion that there is no necessity for Ontario communities to follow the U.S. in a specialized programme entitled "Urban Renewal". In Ontario, we have had the major tool for urban development - call it renewal if you like - for years. This is the official establishment of planning boards under The Planning Act and the setting out of their responsibilities under the same Act in preparing and reviewing the Official Plan. The Official Plan is not urban renewal in itself, but, as Mr. Meltzer has repeatedly stressed in different terms, the principles behind the Official Plan are basically the principles for sound maintenance and development of our built-up areas, and if proper attention is paid them, we shall not find ourselves "caught in a morass of clerical detail." Mr. Meltzer concludes his article with these words:

"....the real test of a renewal plan will come 20 or 30 or more years from now when the public hearings are forgotten ... The real answer to where we are heading will come 20 years from now when the kindergarten of today looks down a tree-lined street and says 'this is a charming neighbourhood that has much to offer me. I would like to live here'."

Isn't this really the test of the Official Plan?



#### BRIEFLY NOTED

Planning Areas:- The Minister recently defined the following planning areas: - Winchester and Suburban Planning Area (consisting of the Village of Winchester and the Township of Winchester); The Porcupine Planning Area (consisting of the Town of Timmins, the Townships of Mountjoy, Tisdale and Whitney, and the unorganized Township of Jessop, Murphy, Hoyle, Ogden, Delore and Shaw); The Waterford and Suburban Planning Area (consisting of the Village of Waterford and part of the Township of Townsend); The Simcoe and Suburban Planning Area (consisting of the Town of Simcoe and part of each of the Townships of Windham, Woodhouse, Charlotteville and Townsend).

Planning Board - Secretary-Treasurers:- The following changes for position of Secretary-Treasurer were noted during October and November:- Mr. F.J. Fudge (Twp. of Markham Planning Board), Mr. H.E. Fennell (Winchester and Suburban Planning Board), William A. Currey (Goderich Planning Board).

Committees of Adjustment:- Mr. A.R. Davey has been appointed Secretary-Treasurer of the City of Windsor Committee of Adjustment. A Committee of Adjustment has recently been established for the Town of Carleton Place.

#### COMING EVENTS

Jan. 6-10 - Highway Research Board, at the Sheraton-Park Hotel, Washington. Contact - Fred Buraggrof, 2101 Constitution Ave., Washington, D.C.

Jan. 8-10 - Canadian Welfare Council - Ottawa, Ontario. Contact R.E.G. Davis, 55 Parkdale Ave., Ottawa 5, Ontario.

Jan. 20-23 - American Road Builder's Assoc. - Washington, D.C. Annual convention - Sheraton-Park Hotel. Contact:- Norman T. Almquest, 600 World Centre Building, Washington, D.C.

May 18-22 - American Society of Planning Officials. Washington, D.C. - National Planning Conference, Statler Hotel. Contact:- Dennis O'Harrow, ASPO, 1313 East 60th Street, Chicago 37, Ill.

#### PLANNING BOARD DIRECTORY

The Community Planning Branch intends issuing in January a revision of the 1957 Planning Board Directory. This Directory is designed primarily for use within the Branch, but a limited number of extra copies will be available for general distribution.



### DECLINE IN SUBDIVIDING CONTINUES DURING THIRD QUARTER OF 1957

URBAN and SUBURBAN\* subdividing activity in Ontario continued to decline during the third quarter of 1957 over the same periods in 1956 and 1955.

Total area subdivided by URBAN and SUBURBAN plans approved for registration during the third quarter of 1957 was approximately 1800 acres, compared with 4000 in 1956 and 3300 in 1955. Proposed single family lots totalled approximately 4700 for the third quarter of 1957, compared with 11,800 and 9,000 for the same quarters of 1956 and 1955, respectively.

Contrasting with these declines, RURAL subdividing showed a slight increase in total acreage for the quarter of 1956, resulting in the creation of almost as many lots as in the same quarter in 1956. RESORT acreage and lot totals for the quarter were both up over figures for the previous year.

### Summary for First Three Quarters

A summary of subdividing activity covering the first three quarters of 1957, compared with the two previous years, is presented in the accompanying tables. Summaries of subdividing activity in the Metropolitan Toronto Planning Area, and of construction activity - both in the Province as a whole and in the Metro area are presented separately.

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\* The terms URBAN, SUBURBAN and RURAL are used to classify plans according to the availability of services, as follows: URBAN - municipal water and sewer available; SUBURBAN - municipal water only; RURAL - neither municipal water nor sewer (year round use.) RESORT plans are listed separately. (See also Definitions preceding tables.)



### Definitions

Terms and abbreviations used in the subdivision tables following to denote services available, nature of land use etc. are listed below:

1. UR - Urban - Municipal Water and Sewer available  
SU - Suburban - Municipal Water only  
RU - Rural - Neither municipal Water nor Sewers  
RE - Resort

A few partially serviced plans are listed as half-plans in UR and SU classifications.

2. S.F. - Single Family Lot  
T.F. - Two-Family Lot  
M.F. - Multi-Family Lot
3. Other Blocks - Comprises all lots and blocks not accounted for under "residential", "commercial" and "industrial".
4. All areas given in acres

- NOTES:
- (a) Availability of Services - based on information supplied by the municipality concerning each application.
  - (b) Proposed Land Use - based on information supplied by the applicant as required by Section 26 of The Planning Act, 1955, and by municipality.
  - (c) All figures are subject to adjustment, on the basis of re-approvals, re-subdivision and correction of errors in tabulation.



TABLE I  
SUMMARY OF SUBDIVISION PLANS  
APPROVED FOR REGISTRATION IN THE PROVINCE OF ONTARIO  
DURING THE FIRST NINE MONTHS OF:

(a) 1955      (b) 1956      (c) 1957

| No. of Plans | Type     | Total Acreage of Plan (Incl. Streets) | No. of Residential Lots |      |      | M.F. Acr. | Commercial Acreage | Industrial Acreage | Other Blocks Acreage (not incl. Streets) |
|--------------|----------|---------------------------------------|-------------------------|------|------|-----------|--------------------|--------------------|--|
|              |          |                                       | S.F.                    | T.F. | M.F. |           |                    |                    |  |
| (a) 289.5    | URBAN    | 6160                                  | 17925                   | 557  | 95   | 62        | 175                | 834                | 816                                      |
| (b) 310      |          | 7878                                  | 25804                   | 945  | 231  | 151       | 213                | 239                | 947                                      |
| (c) 239      |          | 4450                                  | 12558                   | 119  | 36   | 63        | 138                | 466                | 806                                      |
| (a) 121.5    | SUBURBAN | 2302                                  | 6305                    | 24   | 1    | 2         | 69                 | 93                 | 178                                      |
| (b) 127      |          | 2185                                  | 5981                    |      | 3    | 12        | 24                 | 38                 | 202                                      |
| (c) 93       |          | 1352                                  | 3201                    |      |      |           | 7                  | 202                | 92                                       |
| (a) 149      | RURAL    | 2320                                  | 3874                    | 5    | 1    | 1         | 40                 | 3                  | 115                                      |
| (b) 120      |          | 2509                                  | 3987                    |      |      |           | 26                 |                    | 126                                      |
| (c) 128      |          | 3237                                  | 4180                    | 3    | 1    | 1         | 51                 |                    | 839                                      |
| (a) 114      | RESORT   | 2520                                  | 2574                    |      |      |           | 80                 |                    | 307                                      |
| (b) 98       |          | 1925                                  | 2290                    |      |      |           | 21                 |                    | 303                                      |
| (c) 108      |          | 2811                                  | 2380                    |      |      |           |                    |                    | 655                                      |



TABLE .. (A)

Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in (1) number of plans (2) total plan acreage, and (3) number of single family lots contained in URBAN subdivisions approved for registration during the first nine months of each year.

|  | % Change (First Nine Months) |                     |
|--|------------------------------|---------------------|
|  | $\frac{1957}{1956}$          | $\frac{1957}{1955}$ |
| URBAN plans  | - 22.9                       | - 17.4              |
| URBAN plan acreage   | - 43.5                       | - 27.8              |
| URBAN single family lots   | - 51.3                       | - 29.9              |
| TABLE I (B)  |                              |                     |
| Showing per cent change $\frac{1957}{1956}$ and $\frac{1957}{1955}$ in (1) number of plans (2) total plan acreage, and (3) number of single family lots contained in combined URBAN, SUBURBAN and RURAL subdivisions approved for registration during the <u>first nine months</u> of each year. |                              |                     |
|  | % Change (First Nine Months) |                     |
|  | $\frac{1957}{1956}$          | $\frac{1957}{1955}$ |
| Combined URBAN, SUBURBAN and RURAL plans   | - 17.4                       | - 17.9              |
| Combined URBAN, SUBURBAN and RURAL plan acreage  | - 28.1                       | - 16.2              |
| Combined URBAN, SUBURBAN and RURAL single family lots  | - 44.3                       | - 29.1              |



TABLE II

SUMMARY OF SUBDIVISION PLANS  
APPROVED FOR REGISTRATION IN THE METROPOLITAN TORONTO PLANNING AREA  
DURING THE FIRST NINE MONTHS OF:

(a) 1955      (b) 1956      (c) 1957

| No. of Plans | Type     | Total Acreage of Plan (Incl. Streets | No. of Residential Lots |      |      | M.F. Acr. | Commercial Acreage | Industrial Acreage | Other Blocks Acreage (not incl. Streets) |
|--------------|----------|--------------------------------------|-------------------------|------|------|-----------|--------------------|--------------------|--|
|              |          |                                      | S.F.                    | T.F. | M.F. |           |                    |                    |  |
| (a) 115      | URBAN    | 3355                                 | 10935                   | 553  | 67   | 40        | 99                 | 276                | 366                                      |
| (b) 111      |          | 3094                                 | 10510                   | 436  | 56   | 83        | 49                 | 121                | 450                                      |
| (c) 54       |          | 858                                  | 2217                    | 78   | 3    | 11        | 45                 | 72                 | 215                                      |
| (a) 16       | SUBURBAN | 334                                  | 1108                    |      | 1    | 2         | 18                 |                    | 21                                       |
| (b) 21       |          | 362                                  | 816                     |      |      |           | 14                 | 19                 | 44                                       |
| (c) 18       |          | 198                                  | 459                     |      |      |           | 3                  |                    | 22                                       |
| (a) 6        | RURAL    | 52                                   | 50                      |      |      |           |                    |                    | 1  |
| (b) 1        |          | 5                                    | 10                      |      |      |           |                    |                    | 3  |
| (c) 2        |          | 102                                  | 216                     |      |      |           |                    |                    |  |



TABLE 4.1 Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in (1) number of plans (2) total plan acreage, and (3) number of single family lots contained in URBAN subdivisions approved for registration in the Metropolitan Toronto Planning Area during the first nine months of each year.

|                          | % Change (First Nine Months) |                     |
|--------------------------|------------------------------|---------------------|
|                          | $\frac{1957}{1956}$          | $\frac{1957}{1955}$ |
| URBAN plans              | - 51.4                       | - 53.0              |
| URBAN plan acreage       | - 72.3                       | - 74.4              |
| URBAN single family lots | - 78.9                       | - 79.7              |



TABLE III

Showing the number of draft application of subdivisions  
received in the Province of Ontario during the first nine  
months of 1955, 1956, and 1957

|                   | <u>Draft Applications</u> |      |      |
|-------------------|---------------------------|------|------|
|                   | 1955                      | 1956 | 1957 |
| First Quarter     | 301                       | 363  | 232  |
| Second Quarter    | 357                       | 362  | 235  |
| Third Quarter     | 280                       | 254  | 200  |
| FIRST NINE MONTHS | 938                       | 979  | 667  |

TABLE IV

Showing per cent change  $\frac{1957}{1956}$  and  $\frac{1957}{1955}$  in the total  
number of draft applications received in the Province  
of Ontario during the first nine months of each year.

|                             | % Change            |                     |
|-----------------------------|---------------------|---------------------|
|                             | $\frac{1957}{1956}$ | $\frac{1957}{1955}$ |
| DRAFT APPLICATIONS received | - 31.9              | - 28.9              |



TABLE V

Construction of new dwelling units  
in Ontario during the First Nine  
Months of 1955, 1956 and 1957.

|             | <u>1955</u>   | <u>1956</u>   | <u>1957</u>   |
|-------------|---------------|---------------|---------------|
| STARTS      | 40,904        | 39,523        | 32,521        |
| COMPLETIONS | <u>33,964</u> | <u>34,706</u> | <u>30,489</u> |

. . . . .

TABLE V-A

Showing per cent change  $\frac{1957}{1956}$  and  
 $\frac{1957}{1955}$  in (1) starts and (2) completions  
of new residential units in Ontario  
during the First Nine Months of  
each year.

|             | % change (FIRST NINE MONTHS) |                     |
|-------------|------------------------------|---------------------|
|             | $\frac{1957}{1956}$          | $\frac{1957}{1955}$ |
| STARTS      | -17.7                        | -20.5               |
| COMPLETIONS | <u>-12.2</u>                 | <u>-10.2</u>        |

Source: D.B.S. New Residential  
Construction, September/57



NA ONTARIO PLANNING  
9130 NEWSLETTER

COMMUNITY PLANNING AND RENEWAL PROGRAMS IN ONTARIO

06A24

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An Address by A.L.S. Nash, Director, Community Planning Branch,  
Ontario Department of Planning and Development, at the CPAC  
Ontario Urban Renewal Conference, Guild of All Arts, Scarborough,  
Ontario, October 17th and 18th, 1957, sponsored by Ontario  
Division, Community Planning Association of Canada.

This has been a very useful and helpful Conference and the Community Planning Association of Canada is to be commended for having organized it and carried it through so successfully. We have heard Dr. Hodgson from Central Mortgage and Housing Corporation, with his great fund of knowledge of housing and the housing situation as it exists across the Dominion, emphasize the urgency of renewal generally, and particularly redevelopment. Mr. Pickett, who, as an officer of the Community Planning Association has made a special study of renewal and redevelopment during the last year or two, has indicated in some detail what is meant by renewal and redevelopment, and the general authority and legislation under which redevelopment can be carried out as a co-operative government undertaking. Mr. Follin, as one who has had a close and important part in the establishment of redevelopment projects in the United States, has shared with us some of the knowledge growing out of his experience. In this early stage of our redevelopment activities in Canada, this knowledge gained from the very substantial American experience in this field is particularly helpful. The formal discussions have permitted clarification of many of the points put forward in the papers presented and have permitted the introduction of additional views from others attending the Conference.

As we are about to conclude the Conference, it would appear that no further formal presentation is in order but that, rather, we should together consider what application all this has to the Ontario scene. What is the situation in Ontario and what can be done at this time?

Procedures for carrying out redevelopment projects were introduced into The Planning Act in 1952 and with slight amendment still remain as section 20 of the present Act.

Community planning, as envisaged in The Planning Act and accepted as a policy basis by Provincial and Municipal governments in Ontario, means: first, continuing studies of the physical, economic and social features of the community; second, analysis of these studies to develop the best possible pattern and program for community growth and improvement; and third, implementation of proposals by suitable policies and actions. Its single aim is a better community. Since each community consists of some built-up areas, along with the surrounding open areas in which the new growth is taking place, urban renewal is simply the implementation of this general plan in regard to already built-up areas. In these areas, we have to deal with existing development which is continuously wearing out and becoming obsolete owing to the changing conditions and needs of the community. This renewal is normally carried out by the day to day replacement of buildings and services by private agencies. This natural renewal can, and should, be supplemented by municipal action, such as appropriate zoning; the enforcement of sound standards of housing accommodation; the provision of good facilities for traffic and public transport; and the provision of adequate and convenient parks, schools and

1. The first part of the report  
describes the general situation  
of the country and the  
main problems.

2. The second part of the report  
describes the results of the  
survey and the main findings.

3. The third part of the report  
describes the conclusions and  
the recommendations.

4. The fourth part of the report  
describes the appendix and  
the references.

5. The fifth part of the report  
describes the summary and  
the conclusions.

6. The sixth part of the report  
describes the appendix and  
the references.

7. The seventh part of the report  
describes the summary and  
the conclusions.

8. The eighth part of the report  
describes the appendix and  
the references.

9. The ninth part of the report  
describes the summary and  
the conclusions.

10. The tenth part of the report  
describes the appendix and  
the references.

11. The eleventh part of the report  
describes the summary and  
the conclusions.

12. The twelfth part of the report  
describes the appendix and  
the references.

13. The thirteenth part of the report  
describes the summary and  
the conclusions.

14. The fourteenth part of the report  
describes the appendix and  
the references.

15. The fifteenth part of the report  
describes the summary and  
the conclusions.

16. The sixteenth part of the report  
describes the appendix and  
the references.

17. The seventeenth part of the report  
describes the summary and  
the conclusions.

18. The eighteenth part of the report  
describes the appendix and  
the references.

recreational and social requirements and amenities. In extreme cases, where areas are beyond redemption, or the present development is of a type no longer appropriate to the needs of the area, then it may be necessary to clear and rebuild completely. Since this drastic remedy is complex, costly, yet necessary in the public interest, senior levels of government are prepared to participate with the municipality to effect this type of renewal.

From the planning viewpoint, redevelopment is, as we have said, a means of implementing the general or official plan of the community. An American planning director, experienced in urban renewal programs there, recently pointed out that in every case, urban renewal depends on a comprehensive planning program. In cities where this is not the case, urban renewal is frustrated and hindered. Successful renewal of any segment of a city is impossible without an overall plan for the city. Streets do not end at project boundaries nor does a school serve a project alone.

Of Ontario cities, Toronto has proceeded furthest in the field of redevelopment, having completed Regent Park North and being presently in the process, in co-operation with the Federal-Provincial Housing Partnership, of constructing Regent Park South. Experience in the designation of three redevelopment areas and the withdrawal of one such area by the city indicates the desirability of thorough investigation and the preparation of at least a draft redevelopment plan before designating a redevelopment area.

The studies which resulted in the Urban Renewal Report prepared by the City of Toronto, in association with Central Mortgage and Housing Corporation and the Department of Planning and Development, suggest the desirability of certain changes in the procedures set out in section 20 of The Planning Act. Most of these changes can be effected through changes of policy in administration under the present authority. For this reason, rather than make piecemeal amendments in the legislation, it would seem desirable to wait until we have the full experience of completing at least one major redevelopment scheme.

It is obvious that any redevelopment project must be designed in the light of the general housing needs of the community. In this connection it would be most desirable --- not only as a guide in redevelopment, but also for the benefit of the planning generally and the direction of both public and private housing -- that a housing market inventory be prepared and kept up-to-date by continuous studies in each community. Much of our housing in the past has been saleable because of the great demand, rather than because it was exactly appropriate to the need. In future, it will be more and more necessary to build houses of such type and quantity and in such location as will meet the actual housing needs of the people to be served.

Successful planning and implementation require citizen participation and understanding. No matter how sound the scheme that the planners may devise, it must be accepted by the municipal and government authorities before it can be carried out. Perhaps as exacting a qualification as any for a good planner is that he be capable of obtaining public understanding and support for his proposals.



Since the basic ingredient of urban renewal is good overall planning, and the statutory authority for planning and redevelopment is The Planning Act administered by the Community Planning Branch, this Branch has sought to assist municipalities interested in these matters by early consultation and continuing advice and guidance concerning redevelopment studies and procedures. We are prepared to send a representative qualified to advise on these matters to any municipality and to direct the officials concerned at each stage as required to the other appropriate authorities with whom they will be dealing. For this purpose, we maintain a close and continuous liaison with the Ontario Regional staff of Central Mortgage and Housing Corporation and with the Housing Branch of our Department.

We also have a rather complete brochure which will be ready for distribution in a few weeks setting out information which we believe will be most helpful to municipalities interested in urban renewal generally, and, in particular, the undertaking of redevelopment projects. This will set out not only the statutory procedures, but also the policies which will be followed in administering the provisions of the various Acts and outlining the studies which should be carried out.

If the present interest which has been aroused in redevelopment has done nothing more, it has demonstrated the need for overall planning as a background against which this and every other type of individual project must be considered. It is apparent, however, that our overall studies will disclose many areas, particularly in our larger urban centres, which are so far gone and so extensive that they can be reclaimed only as a major government undertaking which will permit the complete redesign and re-allotment of uses. Where redevelopment is indicated, now may be an opportune time to act -- and in some cases the need is urgent.

This Conference has done much to clarify our views and extend our knowledge as to how this can be done. Central Mortgage and Housing Corporation has indicated its willingness to participate in the financing of redevelopment projects. Further, and consistent with their policy of promoting good planning as the essential basis for good housing, they have made their participation contingent on careful general planning, as well as particular studies. Working as a team with the municipalities and their planning boards, with whom we are continuously associated, and with Central Mortgage and Housing Corporation, we at the provincial level pledge our assistance in the task of identifying and successfully redeveloping such areas.



SubjectsIssue No.Annual Reports

- Planning Areas in Ontario - Joint, Subsidiary and Single Independent, March 1, 1957 1\*
- Urban Acreages and Residential Lots Approved for Registration in 1956. (includes tables). 2

Book Reviews

- 1956 Economic Survey of Canada. 6
- A Plan for Ontario Highways. 6
- Residential Zoning by the City of Toronto Planning Board 4
- Shopping Centres - Re-Studied (Parts One and Two) 7

Committees of Adjustment

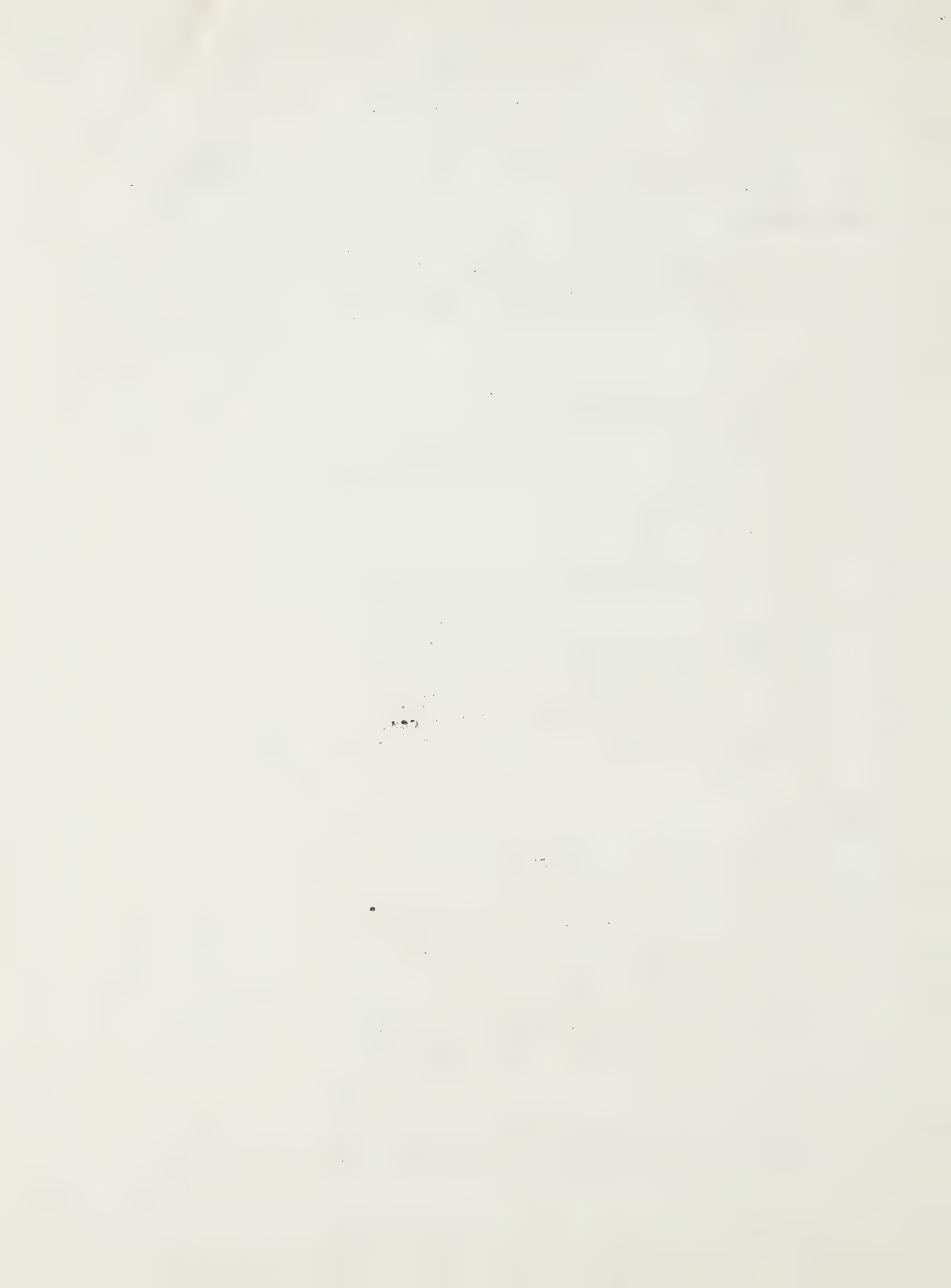
- No Applicant - No Hearing 1
- Notice of Committee of Adjustment Conference May 30 and 31. 2
- Map - Ontario Municipalities with Committees of Adjustment as of December 31, 1956. 2
- Committee of Adjustment Conference - 1957 - The Ontario Municipal Board. 7
- Committee Secretaries to take Affidavits. 1
- Grounds for a Decision (extract from a recent decision by the Committee of Adjustment for the Twp. of Toronto). 1

Conferences

- Planning Conference at Leamington. 1
- Planning Workshop held in Cornwall. 4
- Planning Workshop held at London. 5
- New Officers elected at annual meeting of the Ontario Division, C.P.A.C. 5
- Urban Renewal Conference at Scarborough. 6
- Planning, Housing and Welfare First Ontario Conference on Aging Ontario Welfare Council Conference Area Workshops at Preston, Windsor and Ottawa. 7
- T.P.I.C. elects officers at Annual Meeting. 7

Education

- Planning Course at Queen's (Notice). 3
- Summer Course in planning again offered at M.I.T. 5



| <u>Subjects</u>  | <u>Issue No.</u> |
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| <u>Industrial - Planning</u>   |                  |
| - Area Development as Related to Highway Planning.                             | 7*               |
| <u>Legislation</u>   |                  |
| - Amendments to Planning Legislation - 1957.                                   | 5                |
| - Extract from The Planning Act, 1955 (Section 24).                            | 4                |
| - Re: Cities Service Oil Co. Ltd., and the City of Kingston.                   | 1                |
| <u>New Towns</u>   |                  |
| - Manitouwadge - A New Ontario Municipality.                                   | 2*               |
| <u>Planning-General</u>  |                  |
| - Local Planning Reports and Publications.                                     | 1                |
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| - Zoning and the Comprehensive Plan.   | 3                |
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| - School Location Plan Incorporated in Oshawa Official Plan.                   | 7                |
| - Area Development as related to Highway Planning (Industrial Planning).       | 7*               |
| - Community Planning and Renewal Programs in Ontario.                          | 8*               |
| - Second Thoughts about Urban Renewal (Official Plans).                        | 8                |
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| - Community Planning Branch Leaflet Available.                                 | 6                |
| - Planning Board Directory, 1958.  | 8                |
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| - Planning for Commercial Development.   | 5                |
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| <u>Source Material</u>   |                  |
| - Additional Source Material - (Conservation Reports and Geographic Theses).   | 3                |




| <u>Subjects</u>   | <u>Issue No.</u> |
|---|------------------|
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| - Drop in Urban Subdividing during the first Quarter of 1957. (includes tables).                  | 5                |
| - Urban and Suburban Subdividing Down During first Half of 1957. (includes tables and one graph). | 6                |
| - Final 1956 Census Totals for Ontario.   | 7                |
| - Decline in Subdividing Continues during third quarter of 1957. (includes tables).               | 8                |
| <u>Subdivision Control</u>  |                  |
| - Part Lot Control - An Important Feature of Subdivision Control.                                 | 4                |
| - This is Random Development - It can be Controlled by a Subdivision Control By-law.              | 4                |
| <u>Zoning</u>   |                  |
| - Zoning and the Comprehensive Plan.  | 3                |
| - Zoning and People (book review).  | 4                |
| - Planning for Commercial Development.  | 5                |
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\* Supplement

COMMUNITY PLANNING BRANCH,  
Dept. of Planning and Development,  
454 University Avenue,  
Toronto, Ontario.





# ONTARIO PLANNING



Vol. 5, No. 1 - January 1958

## MOBILITY - SOME FACTS AND SUGGESTIONS

A cartoon in a popular magazine not long ago showed a man standing in the backyard of his home, an arm around his son's shoulders.

The house was one of a row of box-like single family homes, each on its own fenced lot.

"Son", the father was saying, with a gesture that would have suited a feudal estate or a ranch in the Alberta foothills, "someday this will all be yours". The boy didn't look too impressed; perhaps he was thinking it was about time he got back to his homework.

Well, nowadays most people don't buy homes, modest or otherwise, with the conscious intention of handing them on to their offspring as places to live in. In the past, of course, some did - pioneers, farmers, aristocrats and generally successful and well-to-do people in various walks of life. They fought for, were granted, bought, stole, inherited or simply took up land and built on it, with the more or less conscious assumption that what they acquired and created during their lifetimes would remain "in the family". Sometimes this assumption seems to have reflected a grandiose or tyrannical determination on the part of an individual to project the shape of his personality beyond his own lifetime on to the lives of his descendants. More often, though, it seems to have been a practical and unpretentious enough response to the demands of life and the family, in the light of prevailing customs and economic conditions.

However realistic this assumption may have been in the past for certain groups or individuals, it is obviously not so today for the mass of salaried and wage-earning residents of urban areas - whether they own property or not, or whether they live on 50-foot or 100-foot lots. The wry humour of the cartoon lies not only in the modest dimensions of the "real" estate compared with the generous sweep of the paternal gesture, but also in the questionable likelihood of this particular piece of property ever belonging to the son in the old sense - that is, as a place to live in, raise a family of his own, and, since we're being traditional, accommodate the old people and an unmarried sister or so as well. In other words, it is far from certain when the time comes for father, or mother, to dispose of what the law calls the "estate", that either of them will still own or be living in the same place. In fact, in some parts of Ontario, the property may have changed hands half a dozen times and the family itself

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
454 UNIVERSITY AVENUE - TORONTO 1, ONTARIO

W. M. NICKLE, MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT



have made as many moves. And even if father does stay put, that certainly doesn't mean that son will want to, or be able to.

Thus, in its backhanded fashion, the cartoon reminds us of a fact of urban living: mobility, in a setting of physical proximity. At the same time, it suggests a reluctance, if not inability on the part of many to face this fact without a lingering backward look at what seems, from this safe distance, the more stable and roomy landscape reflected in traditional aspirations and assumptions. Does the backward look make the present facts any easier to face? ~~It doesn't~~; and we laugh wryly at the idea that it might.

And as planners we are reminded of our responsibility for helping ensure that the structure of our community meets the facts of modern living..



A fairly high degree of population movement appears to be recognized, if rather vaguely, as a characteristic of the larger and faster-growing urban and suburban areas of the Province at the present time.

So far, however, comparatively little attention seems to have been given to the problem of measuring statistically the extent of this mobility and of exploring its implications both for the individual and the community.

One group that has recently compiled some interesting information on this subject is the Round Table on Man and Industry, sponsored by the School of Social Work at the University of Toronto. During the past year, the Round Table has been carrying on studies of the impact of industry on human well-being in certain selected areas of the Province. The areas studied included: the Town of Iroquois Falls; the Cornwall-Seaway Area; Downtown Toronto; the Blind River-Elliot Lake Area; the Township of Scarborough; and the Malton Area.

The survey was not intended primarily to obtain information about physical mobility. However, the evidence revealed concerning the movement of people, past and anticipated, is regarded as one of its most significant findings.

Briefly, the survey suggests a strikingly high degree of mobility, not only in the areas selected for study, but elsewhere in the Province as well. According to a report by the Round Table's research director, Dr. George M. Hougham, 60 per cent. of the families interviewed in five of the areas surveyed last Summer had moved into their dwellings in the previous four years. A full 15 per cent. had



lived in their present homes less than six months. At the other extreme, only 15 per cent. of the families had not moved at all since the end of the war. In the "most stable" of the five communities surveyed, only half of the people had lived in their present homes for over four years.

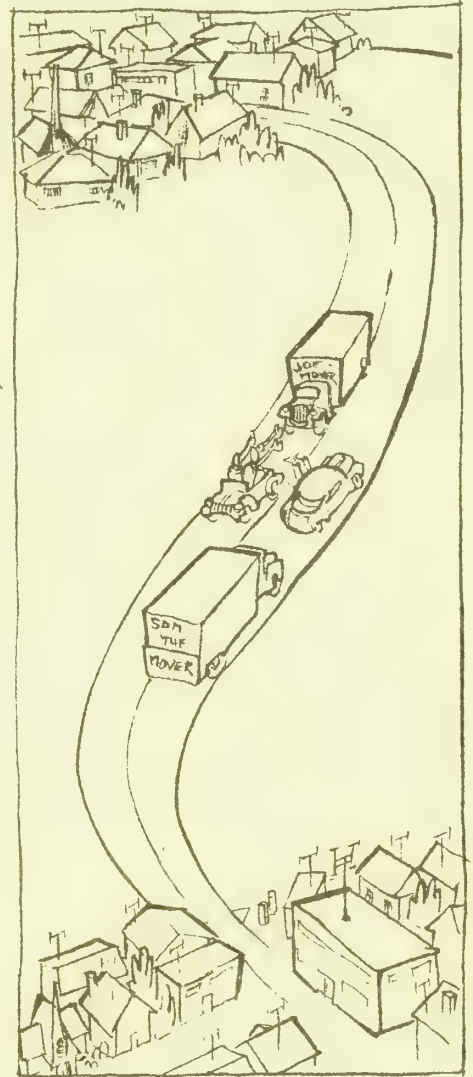
. . . not so exceptional

Since the Round Table's study areas were deliberately chosen to exemplify different types of major industrial impact, it might be assumed that the extent of family movement revealed was exceptional. However, although the figures could not be checked against comparable data for other Ontario communities, the survey itself produced evidence suggesting that the pattern was not as exceptional as might be thought. Almost half the families interviewed said they had lived in their previous home for less than four years - and the chances were about even that the previous home was in another community. Furthermore, almost half the families said they expected to, or might have to move within the next few years.

"By almost any standard, in other words," the report suggests, "a high degree of physical mobility is apparently a dominant characteristic of our society".

Some school enrolment and transfer figures for the whole of the Province obtained from the Ontario Department of Education would seem to corroborate roughly the findings of the Round Table. Out of approximately 912,000 children enrolled in public and separate elementary schools throughout the Province in September, 1956, over 210,000 - more than one in five - transferred to another elementary school in Ontario during the year ending September, 1957. The proportion of secondary school transfers during the same period was considerably lower - about 16,000 out of a total of 186,000, or a little more than one in twelve.

The extent to which these transfers involved family moves, either from one part of the community to another, or to another community altogether, is not known. Although a breakdown by areas is not available, it is assumed that the rate would be higher in the Metropolitan areas than in other parts of the Province. A point that might be noted in regard to the secondary school figure is that children of high school age are less likely to change schools as a result of a residential move - even, in some parts of the Province, when the family moves from one community to another.





These figures are far from conclusive, but they certainly suggest a high degree of physical mobility in the broad sense of the term.

. . . under or over-estimated?

With the limited facts available, it is easy to exaggerate or minimize the extent and significance of mobility. However, it seems reasonably safe to assume that the importance of mobility is currently under-, rather than over-estimated in various ways. As previously suggested, there seems to be a fairly widespread recognition on the part of various agencies that there is a good deal of population movement at present. There seems also to be a realization that such movement probably affects the physical and social structure of our communities in various ways, as well as people's individual lives. And some systematic study has been initiated. Nevertheless, there still appears in some quarters to be an underlying assumption that many, if not most of the current signs of mobility indicate a sort of passing phase of post-war growth, rather than a more or less permanent and "built-in" feature of urban living in our economy. If only in the light of the general trend towards urbanization and industrialization, and away from a rural economy, the assumption that a fairly high degree of mobility is a temporary characteristic seems questionable.

It seems questionable also when one stops to consider some of the everyday features of our society which are conducive to mobility and appear to be becoming increasingly pronounced. These include: the policies of large corporations and organizations in transferring staff from one place to another; the demand for skilled and unskilled labour, which not only fluctuates, but shifts from one area to another; the individual pursuit of career opportunities, higher wages, better living conditions etc; the increased emphasis on specialized training and education, often necessitating initial moves leading to others; population and labor force supply depending heavily upon immigration as well as natural increase; the continued development and increasing availability of various means of transportation, including of course, the automobile; the standardization of school curricula and the extension of services such as hospital and unemployment insurance, Family Allowances etc., throughout wide areas; and so on.

. . . the implications

Assuming that a fairly high degree of mobility is characteristic of our communities at present and seems likely to continue to be so, it would seem worth considering some of its implications for community planning, and especially those aspects of land use planning with which local planning agencies are concerned.

For example:-

. . . . . Can a local planning agency assume that, if an area is initially well laid out and protected by an adequate zoning by-law, new families moving in will, on the average tend to have about the same number of school age children, the same needs for commercial facilities, parks etc. and that, consequently, so far as the area's physical characteristics are concerned, it matters little whether the average length of occupancy is four years or 24 years?



. . . . . In weighing expressions of public opinion for or against a proposed change in zoning or a variance, is the likely length of occupancy of all interested parties a relevant factor to consider?

. . . . . Could a high rate of mobility in a community indicate a need for more rental housing, public or private, whether in the form of single detached homes or row housing and apartments?

. . . . . Does a high rate of mobility necessarily mean a lack of responsible interest and participation on the part of residents in neighbourhood or community affairs?

. . . . . Is a high degree of anticipated mobility on the part of residents of an area likely to make their demands for civic improvements and amenities more, or less, urgent?

. . . . . People may feel that their life work demands a fairly high degree of mobility. At the same time, they may be doubtful of their ability to meet this demand. Is it possible that such people may stress or even over-emphasize the value of physical stability, as symbolized by home ownership?

. . . . . Is there any reason to assume that a physically stable person or family is more emotionally stable, neighbourly, trustworthy, useful, etc. than a comparatively mobile one?

Although questions such as these probably warrant formal study and investigation, they would appear well worth considering also simply in the light of everyday local experience.

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USING WHAT WE HAVE

TO FIND OUT WHAT WE HAVE

What is a planning survey?

Briefly, a planning survey is a means of systematically gathering and compiling information about some feature, or group of features of a community. The features selected for study may include: existing land uses; population; water and sewage disposal systems; transit and communication facilities; and so on. The purpose of a planning survey is, of course, not to collect mountains of maps, reports and statistics, but to provide a factual basis for the development of community plans and policies.

... where it comes from

Generally speaking, when we make surveys of any sort we obtain the information we want in one or both of two ways: by making our own first-hand surveys; or by compiling and studying in the light of our own purposes information already collected by some other agency. In making surveys and studies in community planning we depend to a considerable extent on material compiled and published by other agencies.

A piece of standard equipment, for example, in practically any planning office is a topographical map of the area. Such maps are available at a cost of 25 cents each from the Department of Mines and Technical Surveys at Ottawa. Originally developed for military purposes, they show the most intensively developed areas in the Province, including all of Southern Ontario, at a scale of about one mile to the inch, and are also available at smaller scales. They are a useful general map reference and information source. They depict natural features, such as land elevations and depressions, watercourses, forests and swamps; and also artificial features, such as bridges, dams, dykes, roads, hydro lines, railways, buildings etc. If we want statistical information - about population, housing, labor force etc. - the major single source of information we are likely to think of first is the Dominion Census, and other publications of the Dominion Bureau of Statistics. If we want information on ground water supplies in an area, a readily available source is the series of technical surveys published by the Department of Mines and Technical Surveys Ottawa. These surveys are prepared on a township basis. Consisting of a rep

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and maps, they contain information concerning not only ground water resources, but also describe bedrock and surface materials; the location of bedrock outcroppings, gravel pits, sand and clay deposits etc. Similarly, for information concerning soils in an agricultural community we may turn to the series of county soil surveys prepared jointly by the Experimental Farm Service, the Canada Department of Agriculture and the Ontario Agricultural College, and published by the Dominion and Provincial Departments of Agriculture.

These are only a few examples of the many survey publications available readily and at little cost from various agencies of Government which a local planning agency may draw on. And we may note that the making of surveys of many sorts - and making available survey findings through publication - is one of the very important functions of modern Government, especially of the senior levels of Government.

### . . . technical and not-so-technical

Some surveys are highly technical. To understand and make effective use of a geological survey, for example, usually requires special knowledge and training in this field. On the other hand, anyone with a little curiosity and patience can learn a good deal more than he knows at present about the physical structure and layout of his community by studying a topographical map of the area - and checking it against his own impressions, knowledge and experience. Many technical reports nowadays, too, are carefully written and edited to set out information so as to be at least generally intelligible to a person without specialized knowledge or training. One finds - or, at any rate, expects this to be so - when a report is designed not only as a technical reference, but also as a guide or basis for implementation of projects by some public authority. In such cases, a shortened and simplified report for wider distribution is often prepared and issued in addition to the full-scale technical report itself. This has been done, for instance, by the Conservation Branch of the Department of Planning and Development with some of its river valley conservation reports; by the City of Toronto Planning Board with its Urban Renewal Report; and in fact, by many other agencies. And it is perhaps worth noting here that some technical reports are not as formidable as they may appear to be. Apart from their bulk, the full-length Conservation reports, thanks to skillful writing, editing, selection of pictorial material, definition of technical terms etc., present few real obstacles to a non-technical reader interested in learning about the history of settlement and the dynamic, inter-acting roles people, water, trees, soil and wildlife together play in the life of a watershed community - especially if it's the reader's own community.

### . . . keep asking

Another point to be noted concerning published survey data generally is that

we can often supplement the information we have obtained from a survey report simply by making further inquiries of the agency that made the survey. This point may be so obvious as to be hardly worth making. However, published information appears at times to have a numbing effect on many of us - even on specialists - and we often too readily assume that the most easily available published data from a certain source is, in fact, the only information available from that source. Sometimes, of course, it is, and we must look elsewhere. But sometimes it isn't. For example, if we are making a population study and are interested in a breakdown by areas within a community in greater detail than appears in the Census, we can very likely arrange to obtain a breakdown by census tracts through the Special Services Division of the Dominion Bureau of Statistics. If, to take as an example another survey source already mentioned, we are attempting to use information contained in a county soil survey report, we will be able to extend our knowledge considerably by discussion with the local Provincial Government agricultural representative; that is, by drawing on the first-hand field experience of the "ag rep" as well as on the generalized information contained in the report.

. . . keeping up to date

In the case of major geological, geographic and other surveys carried on by senior government agencies, more or less continuous field work is required to keep information up to date - in the light of technical changes and advances in the survey field itself and in response to requests from private and public agencies for new and additional types of information. We should be aware, too, that the purposes of surveys change. For example, the original purpose of the Dominion Census under the British North America Act in 1867 was to determine electoral representation in the House of Commons. Today, of course, it has many additional uses, and, in fact, constitutes a periodic stock-taking of the people of the country - their numbers, geographical distribution, ages, marital status, place of birth, nationality, origin, language, schooling, occupation, earnings, family composition, housing conditions and conveniences etc. This data is used for many purposes: for determining provincial subsidy payments, school grants and other forms of public expenditure where amounts are paid on a per capita basis. Statistics concerning age, marital status and occupation are used in estimating social security costs, in producing life tables, and in many other ways, by private and public agencies alike. Many of these uses could hardly have been anticipated in 1867. Among recent major changes of interest to planners, of course, was the initiation in 1956 of a country-wide five-year population census, prompted by the rapid population growth in urban areas.

. . . at the local level

So far in considering sources of survey material that may help form a basis for local community planning we have looked mainly at some examples of published

data that are fairly readily available to a local planning agency and are useful, at least, in obtaining a broad-scale picture of an area.

However, when we come to detailed study of features of the community such as water supply and sewage disposal facilities, hydro lines and installations, public transportation facilities, and so on, the sources we must look to are largely the various departments and agencies of local government itself. And, of course, obtaining, keeping up to date and using such information means a great deal more for the planning agency than simply getting copies of maps or reports and bearing them off squirrel-fashion to a planning office. A technical planner can learn something by examining a set of plans showing the waterworks system of a community. But to understand and make proper use of such material necessitates discussion with those responsible for its preparation and use. The same, of course, applies to surveys in connection with particular problems - whether to do with parking, traffic control, public transit routes etc. which a local planning agency may be asked or expected to make. Only full access to existing local sources of information and full interchange and co-operation at the technical and administrative levels can enable the planning agency to make really adequate studies and to see, among other things, what additional data may be needed and how it can most readily be obtained.

#### . . . assessment records

An important source of information for certain planning surveys is the local assessment office. The main purpose of municipal assessing, of course, is to provide a basis for local taxation of real property. Other uses include: the compilation of voters and jury lists; determining eligibility for public office; determining separate school support; and the provision of a basis for per capita grants by the Provincial Government.

A great deal of the information compiled for assessment purposes can also be of use in making local planning surveys - especially land use and population studies. In Ontario, the process of assessing is divided into two main phases: real property assessment and an annual population census. Modern techniques of assessing recommended by the Department of Municipal Affairs and adopted by many municipalities involve the use of both land appraisal maps, and cards or sheets containing very detailed information concerning land, buildings and occupants. Assessment maps may indicate which municipal services are available, such as sewers, water, gas, sidewalks etc. A sample appraisal sheet prepared by the Department of Municipal Affairs, similar to that now in use in many municipalities, provides for tabulation of the following information concerning the physical characteristics of each property assessed: use (residential, commercial); age or year built; year remodelled; condition (good, fair, poor); type and use; number of storeys; foundation; basement; exterior; interior; floors; fireplaces; number of rooms per floor; size (number of square or cubic

feet); heating and type; lighting; plumbing (bath tub, toilet, washbasin, sink, shower, laundry tubs). A "location factor" entry permits notation of the type of road or street and availability of facilities such as sidewalk, sewer, water, gas, electricity and transportation. Space is also provided for a diagram\* showing the outside measurement of all and each part of buildings, as well as the height of buildings in feet. On the reverse side of the sheet, space is provided for the names of owners and occupants; classification as owners or tenants; British or alien; year of birth; religion, public or separate school supporter; occupation; household population; and dog ownership. Also provided is space for entering population data by age group, as required in the census provisions of the Assessment Act: i.e. number of persons 3 and under; 4; 5; 6 to 7; 8 to 9; 10 to 13; 14; 15; 16-19; 20-59; 60-64; 65-69; 70 and over. Information may also be entered concerning sales, including date, number and consideration, and building permits issued.

The assessment of agricultural land, both in urban and rural areas, involves systematic consideration of soil, crop, climatic and other factors in order to classify and evaluate property.

Information gathered for assessment purposes in all municipalities is not necessarily as comprehensive as might be indicated above. However, although data concerning the use and other characteristics of land and buildings may be out of date, or otherwise not altogether satisfactory for purposes of some planning surveys, it should not be overlooked.

The population census is required to be conducted annually by The Assessment Act and should provide a continuous and up-to-date source of population data, including changes of occupancy. An important use for the age group breakdown is for calculating school population trends.

A point worth noting in regard to assessment records viewed as a source of planning survey data is that, as in the case of the Dominion census, people are required by law to give the information sought. This does not apply to many surveys conducted by other private and public agencies.

To discuss, or even to list all the possible sources of local planning survey data, including those "outside" as well as "inside" local government would be impossible. However, it is worth drawing attention to several others that may be overlooked - if only because they are right under our noses! Considerable information concerning the physical as well as the social problems of a community is normally available from the Public Health, Welfare, Police and

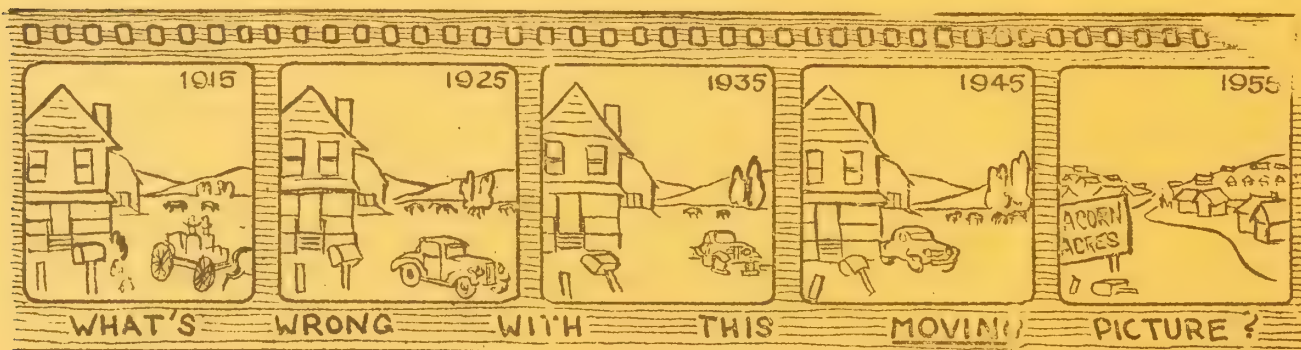
\* In some municipalities, buildings are photographed for assessment record purposes.

and Fire Departments. Disease, fires, juvenile delinquency, crime etc. are all problems with some relation to the physical surroundings in which they occur. In many communities, the work of these agencies necessitates the keeping of extensive records in map, statistical and other forms. Here again, of course, the knowledge and interest of responsible officials can be of invaluable assistance in interpreting and evaluating whatever data may be available.

. . . a summary

In this article we have considered only one of what are often described as the four phases of planning: survey, analysis, plan making and plan implementing. And in considering this survey phase we have looked only at a few information sources, with little explicit reference to the technical problems of compilation, administrative co-ordination and organization etc. This, however, can be justified. Experience suggests that one of the reasons we have failed to plan satisfactorily in the past is that we have been inclined to view the survey phase in particular as something mysteriously remote and detached from the other activities of government - and often, even from the information-gathering activities of government. We have tended to become pre-occupied with the abstractions of data processing and group organization on the one hand - or suspicious or doubtful of the value of survey work on the other. The result in too many cases - whether the occasion has been a downtown parking problem, a redevelopment proposal, a proposed annexation or even an attempt to form the basis for a broad community plan - has been surveys that were remote and detached from reality.

. . . an analogy



A good analogy to keep in mind when thinking of a planning survey is the motion picture. Imagine we are watching a film of a football game. As we know, the moving picture we see consists of a series of "still" shots on a strip of celluloid at evenly spaced intervals. The ordinary moving picture film shows about 16 pictures a second. Our nervous systems summarize and integrate these successive pictures to give the effect of continuous motion.

When we are watching the football game on film, we don't see a succession of statuesque poses and frozen groupings on the part of the players, but, rather, a more or less continuous and shifting flow and pattern of movement, similar to what we would see if we were actually witnessing the game. Ordinarily, we follow these movements as best we can, interpreting them according to our interest in and knowledge of the game, the teams, players, etc. Suppose, however, the film is at our disposal and we have an analytic interest in the game. We would like to review a certain play. We were able to follow the rough outline of the play - and the "end result" say, of a touchdown - but various details escaped us, owing to the speed at which events were happening, our excitement, the players' tactics etc. With the film and projector at our disposal, many of these difficulties can be overcome quite simply, by stopping the projector and examining the "still" shots at our leisure. Then, having pieced together more of what actually happened, we can run the sequence through again, in order to complete our understanding and appreciation of the play.

What if, instead of watching a film and examining some "still" shots, we had been watching the game in "real life". Would we have a better chance of "seeing" and understanding the play? Well, we might, depending, perhaps, on where we were sitting. But once the play was over, without the film and with only a first-hand "once and for all" impression, we would have to depend for any "playback" on our recollections and those of any people we happened to see the game with. And as fans of many activities will agree, this sort of playback, even among experts or friends, is notoriously unobjective, regardless of how enjoyable - or acrimonious - a conversational pastime it may afford!

In terms of our analogy, practically any survey - a population census, a land use survey, a set of aerial photographs, a statistical projection, a geological map even - is a "still" shot, or a collection or series of such shots.

On the other hand, the things surveys depict are not still or static at all. New bungalows and forests of TV antennae cover what seemed "only yesterday" was farm and pasture land; traffic materializes "almost overnight" to make a road inadequate; a school "suddenly" needs more classrooms; this old residential neighborhood, with its huge trees that have cracked and heaved up the pavement but give such welcome shade in summer, seems to be developing some of the features of a slum, what with overcrowding, more smoke in the air, neglect, and noise in the streets at night; a section of shoreline has eroded; a family down the street has just made its fifth move in four years; "what do they want to put apartments in this neighborhood for; anyway? And so on.

Whether changes such as these appear "sudden", "unexpected" etc., or otherwise, depends largely on our acquaintance with events that have led up to them. If we return after an absence of years to a neighborhood where we used to live, we may be "surprised" or even "shocked" at the changes we notice in people and things - until we reflect on how long we have been away and begin to piece together what has gone on, and what we might have expected would go on in the

interval, And, of course, we may also be surprised to discover that what seem rapid or otherwise striking changes to us are not necessarily viewed in the same light by people who have remained in the area, or who have recently moved into it. To take another example, we might go to a beach for a swim and find a sign telling us not to, because the water was dangerously polluted. If we had been accustomed to bathing there, this might seem to us a sudden and unexpected action on the part of the health authorities, especially, perhaps, if the water had "always" been murky in our experience. On the other hand, if we had learned, possibly through newspaper reports, of tests showing successively higher bacteria counts we would likely be less surprised - though perhaps no less indignant at the loss of "our" beach!

Surveys and studies are a means of discovering what has gone on and of systematically keeping up to date with what is literally going on in a broad range of community activities. They are successive "still shots" made with the aim, among other things, of reducing the elements of "shock", "surprise", "suddenness" etc., that make it difficult to plan and act intelligently.

We cannot in any real sense stop these activities while we examine or make pictures of them. Nor can we make enormous panoramic shots of our communities that will show us everything we want to know all at once; the techniques of aerial photography are highly developed and useful for many purposes, but they don't tell us much about what is going on in people's heads. Nevertheless, by making full use of the numerous up-to-date and sharply focussed still shots we do possess or can have made, and of the skills and experience of those responsible for making them, we can form very fair pictures of what has gone on and what we may reasonably expect and plan for in the future.

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Note: A series of articles on planning surveys appeared in previous issues of ONTARIO PLANNING as follows: "Geology, Geography and Planning", October, 1954; "Existing Land Use", November, 1954; "Public Utilities Survey", December, 1954; "Population", January, 1955; "The Economic Survey", February, 1955; "Analysis of Survey Material", March, 1955.

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TORONTO'S REGENT PARK NORTH - A STORY OF AMAZING SUCCESS

By

F.H. Cormack

Executive Secretary

The Housing Authority of Toronto

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Ten years have passed since the Regent Park (North) Project - the first and most controversial public housing development in Canada - was begun and the recent construction of the last units brings to mind the bitter opposition and criticism showered upon it in 1947. The scheme was too impractical, the cost prohibitive! A rental system geared to income would not work! The people for whom the housing was designed would not appreciate it!

What has time and experience proved? How does this ambitious Project stand up under critical examination today?

Before these questions are examined, let us consider how the Regent Park (North) Plan originated.

. . . . History

The Regent Park area was first given serious consideration as an area for redevelopment in 1934, with the presentation of the Report of the Lieutenant-Governor's Committee on Housing Conditions in Toronto - the Bruce Report as it is more commonly known. Between that year and 1947, citizen groups as well as City Councils, attempted to implement this Report and do something about the overcrowding and its attendant evils in an extremely congested area - being that section bounded by Dundas Street on the south, Gerrard Street on the north, Parliament Street on the west and River Street on the east.

Before redevelopment, there were 628 houses and 35 commercial and dwelling units in this area, but 822 families were crowded into these small homes, as well as many roomers and boarders and, no doubt, many other families of which the assessors were not informed. There were also 18 industrial and commercial buildings and 33 parcels of vacant land of varying sizes, previously the sites of houses which had been torn down because of their dilapidated condition. The backyards and lots were filled to capacity with junk and fires were an everyday occurrence. Plumbing and sanitary conveniences, if it could be called such, was wholly inadequate and the incidence of crime and juvenile delinquency was about the highest in the City. Recreational facilities were virtually non-existent, the only play areas being the dingy streets and postage stamp back yards.

. . . . Opposition

Although the Project had numerous and enthusiastic supporters, especially among sociologists, there were many groups who fought it at every turn. Apartment building owners, for instance, who disliked the competition with private enterprise and ratepayer associations who foresaw burdensome taxes.

. . . Project Launched

After the ratepayers of Toronto had approved of this pioneer redevelopment project by plebiscite on January 1, 1957, the supporters of this venture finally had their way and, after obtaining enabling legislature, The Housing Authority of Toronto was established by City Council on May 12, 1947, and entrusted with the construction, maintenance, control, operation and management of the Regent Park Project.

A method of financing was worked out whereby the Government of Canada would contribute \$1,362,000.00 toward the cost of acquiring and clearing the site and the Province of Ontario would provide \$1,000.00 per housing unit, or a total of \$1,289,000.00 for the 1,289 units completed and occupied. The balance of the cost amounting to \$13,400,000.00 is being financed by the City of Toronto through the issuance of debentures.

. . . Project Completed

In April, 1957, the Project was completed with the construction of the building containing 48 suites on the site of the former police station and fire hall at Dundas and Parliament Streets. The 1,289 modern housing units in the Project include 28 four and 28 five-bedroom row houses, 112 one-bedroom, 569 two-bedroom, 492 three-bedroom, 54 four-bedroom and 6 five-bedroom apartments. In addition, there is an administration and Community Centre building, Central Heating plant and a Garage and Maintenance building.

. . . Cost

The most critical question is - how much is the Project costing the taxpayer? The Project is showing a substantial operating profit and the gross rental revenue now approximates one million dollars per annum. Of this, over a quarter of a million dollars will be paid annually in taxes. This compares with \$36,000.00 paid in 1947 for the properties in the redeveloped area. Until the debentures have been retired however, the Project will be subsidized to a certain extent but the strain on the taxpayer is infinitesimal in comparison with the benefits which will result, which cannot be measured in dollars and cents. Ultimately, the Project will become a profitable investment and, unlike other methods of financing public housing projects, will be owned outright by the City of Toronto.

. . . Rents

What of the rental system that was criticized and even ridiculed? The qualms felt about the impracticability of this method have proved groundless and the system has received worldwide admiration and approval! The rents vary from a minimum of \$31.00 to a maximum of \$96.00 per month. At the moment, the average monthly rent is \$63.12 per unit and this is expected to be increased to \$64.00 early in the new year.

These rents are based on approximately 20% of the tenants' gross income plus a service charge of from \$11.00 to \$16.00 per month to cover heat, water and other services usually provided directly by the tenant of a house. The rent scale now in use was originally prepared directly following a wide survey and much consideration by Professor Humphrey Carver and Mrs. Alison Hopwood, both of the University of Toronto. If for any reason a tenant's income is reduced for a month or more, owing to unemployment, accident, etc., the rent is adjusted in accordance with the lower income from Unemployment Insurance, Workmen's Compensation, etc. Thus living in Regent Park is as good as having an insurance policy. On the other hand, of course, upward adjustments are made in the case of increased income.

#### . . . Social Values

The Project has been described as a "considerable social achievement." Since redevelopment, according to Inspector Sam Johnston of No. 4 Police Station, there has been a marked decrease in the incidence of crime, juvenile and family problems in the area and the Housing Authority has noticed that the provision of adequate, sanitary housing tends to strengthen the family ties and promote a much better outlook on life. The school principals in the surrounding area, especially those who were teaching in the vicinity before the project was started, advise that the children are cleaner, healthier, happier and are doing better scholastically since moving into the project. The percentage of attendance has improved and the children appear to be better clothed and fed. Since its existence, there has been only one (1) what might be termed a major fire in the Project, and this was confined to one room. The Chief of the Toronto Fire Department recently estimated that fires in the area have decreased by as much as 90% since redevelopment. Recreation is the "key-note" in Regent Park and the facilities now include a large Community Centre with a full size gymnasium, stage with public address system, showers and provision for a wide variety of indoor activities for all ages. In addition, the basement of one of the large apartment buildings was recently converted to provide four (4) "craft rooms." The City's Department of Parks and Recreation is presently operating the Centre on a full-time basis under trained supervision. Outdoors there are two "Tiny-Tot" playgrounds, one in the Centre Section and one in the West Section, with every standard playground facility available plus some original features. For older children, there are two baseball diamonds and large swings, in addition to which there is a paved area in the East Section for playing basketball, volleyball and badminton. The Housing Authority is justifiably proud of its athletes and its championship baseball and hockey teams.

#### . . . Popularity

The eager welcome given the Project by renters is reflected in a lengthy list of applicants awaiting admission. The Housing Authority has about 8,000 applications on file of which number it is estimated conservatively that approximately 3,000 are in the active category. In addition to this, the Authority has received large numbers of applications from single unattached elderly persons and older couples, whose main source of income is derived from pensions, etc.

For the most part, these unfortunate people have always maintained their own homes, but for one reason or another, now find it necessary to locate other accommodation. The Housing Authority decided something should be done to provide modern, self-contained, housing accommodation for these people and also, to take care of the diminishing families who would be transferred to smaller accommodation and larger families placed in their present housing units. With all this in mind, the Authority, after encountering many difficulties, has awarded contracts for an eight-storey building containing 109 bachelor and one-bedroom housing units in the south-west section of the Project, where the land is fully serviced. The building will contain recreational and other facilities where senior citizens can meet, commune and continue their interest in public affairs. In order to beautify the area for the tenants and the general public alike and remove some of the harshness that is sometimes evident in public housing projects, a considerable amount of landscaping work has been done and more is planned for the Spring of 1958. During 1957, some 155 additional trees were planted, and those trees already established but in danger of dying due to blight, etc., were given a deep-feeding treatment to which they appear to have responded.

#### . . . Other Responsibilities

The Housing Authority also operate and manage the City's Emergency Housing units, at present consisting of the Long Branch Staff House (86) units, Wartime and Halliday dwellings (144 units), totalling 230 units. This is in addition to twelve (12) miscellaneous housing units scattered throughout the City for the most part on city-owned land.

In order to take advantage of loans made available by the Federal Government to Limited Dividend Companies, the City of Toronto Limited Dividend Housing Corporation Limited was formed in 1956, the Directors of this private company being the Members of the Housing Authority. The City of Toronto made available several city-owned properties as sites for low-rental housing and plans are now well advanced by the Company to undertake four (4) small-scale housing developments which will provide an additional 232 units of much needed low-rental housing accommodation.

#### . . . Conclusion

The Regent Park (North) Housing Project has been phenomenally successful not only because its financial structure is favourable in a long term view but also because it is contributing materially to the health and happiness of a large segment of Toronto's citizenry. Numerous inquiries have been received from all parts of the world, and if the interest shown in this Project, which is Canada's first venture into the public housing and redevelopment field, is any indication, it is expected that many other communities will follow Toronto's lead!

Ontario Planning

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BROADENING THE BASE FOR PLANNING  
THEME OF BRANTFORD WORKSHOP

How can the base for planning be broadened - and at the same time, local community interest and responsibility be maintained?

This was the major theme of a community planning workshop held in Brantford May 1 and 2. Sponsored by the Community Planning Branch in co-operation with the Brantford and Suburban Planning Board, the meeting was one of the largest and best-attended of the series of workshops held in the Province during the past two and a half years.

In keeping with the theme, delegates to the conference included representatives of numerous local civic agencies and private groups as well as planning board and council members, drawn from an area extending to and beyond the Brant County boundaries.

In all, more than 100 persons attended workshop sessions. Delegates included council and planning board members from the City of Brantford; the towns of Georgetown, Paris and Simcoe; the villages of St. George and Waterford; and the townships of Brantford, Burford, Oakland and South Dumfries. Also represented were the Hamilton-Wentworth Planning Area and the counties of Brant, Haldimand, Halton and Oxford. Other agencies and organizations represented were: the local Board of Education and School Board; Home and School Council; Public Utilities Commission; Recreation Commission; Local Council of Women, Women's Institute and I.O.D.E.; Board of Trade and Chamber of Commerce; Ministerial Association; local hospitals and County Health Unit; County Federation of Agriculture; Niagara and Regional Development Association; Rod and Gun Club. Attending as observers were officials from the Provincial Departments of Highways, Education and Agriculture and from the Federal Department of Indian Affairs.

General chairman of the workshop program was John Pearson, field liaison officer for the Community Planning Branch. Local arrangements were in charge of Gordon Adams, secretary of the Brantford and Suburban Planning Board.

Arranged in advance as a feature of the workshop was a display in a downtown store window entitled "The Planning Process", consisting of maps illustrating the studies involved in preparation of an official plan, photographs and a model of the Northern Ontario townsite of Elliot Lake.

Delegates were officially welcomed at the opening session Thursday evening by Lawrence Pennell, chairman of the Brantford and Suburban Planning Board. Following short introductory talks on community planning legislation, organization and practice by members of the visiting Branch team, the meeting was divided into half a dozen smaller groups. From these, some 80 questions were elicited for discussion in sessions the following day.

### . . . Urban and Rural Planning

Speakers at a panel discussion Thursday evening on rural and urban planning were Branch staff members Murray Macklin, Martin Sinclair and Kunio Hidaka.

Mr. Macklin discussed some of the differences between rural and urban land uses and their implications for planning. The traditional rural tendency, he noted, was to combine uses, as on the farm, where residential, industrial, commercial and recreational uses existed together. Similarly, the country store provided a residence for the operator, as well as a place of business. Planning, or the lack of it, was largely an individual matter. The individual property owner could do largely as he wished, since his actions were not likely to affect his neighbor. Minimal controls in rural areas were provided for in older Provincial legislation, such as The Line Fence Act.

However, as the density of population increases, individual use of land affects neighbors more and more. In contrast to the rural pattern, the urban pattern is one of segregation of uses; of separation of places of work, residence and recreation. During a period of transition, controls are essential in the interest of rural and urban dwellers alike. By passing a subdivision control by-law pursuant to the provisions of The Planning Act, the rural municipality may ensure that land will be divided and sold only in accordance with a registered plan of subdivision. Other controls available under Provincial legislation were licensing, zoning and building by-laws, as provided for in The Municipal Act. Mr. Macklin likened a municipality's adoption of subdivision control to "building a fence and putting a gate in it." It was up to the municipality to work out how the gate was to be operated. He cited school transportation costs as one example of the type of problem rural municipalities tended to overlook in opening the gate to urban development. In a rural farming area, children could live up to two miles away from school without creating a need for bus transportation. When transportation was necessary, farm parents were accustomed to provide it themselves by driving children to school in the morning and picking them up in the afternoon. This, however, was impossible for single-car urban families who moved into rural areas, since the father was usually obliged to leave for work in the city, taking the car, well before school opened, returning after the school day was over. Buses had to be provided. As a result, even though the rural school might remain adequate in size due to declining farm population, school costs would be substantially higher because of transportation needs.

In conclusion, Mr. Macklin said that farm land in rural areas is seldom sold in direct response to demand from the nearby urban area. Instead, land is more often put up for sale by farmer owners fearing excessive taxation.

# AT THE BRANTFORD WORKSHOP



COL. A.L.S. NASH, DIRECTOR OF THE COMMUNITY PLANNING BRANCH; GORDON H. ADAMS, SECRETARY TREASURER OF THE BRANTFORD AND SUBURBAN PLANNING BOARD; AND HARVEY COLEMAN, REEVE OF ONANDAGA TOWNSHIP, LOOK OVER A MAP OF THE BRANTFORD AREA.

BELOW: THE DOWNTOWN STORE WINDOW DISPLAY ARRANGED IN CONJUNCTION WITH THE WORKSHOP, CONSISTING OF MAPS AND PHOTOGRAPHS ILLUSTRATING "THE PLANNING PROCESS".

MODEL IN THE FOREGROUND IS OF THE CENTRAL COMMERCIAL AREA OF ELLIOT LAKE TOWNSITE, DESIGNED BY THE COMMUNITY PLANNING BRANCH.

(Upper photo courtesy of The Brantford Expositor)



### . . . Urban-Rural Relationships

The relationships between urban and rural areas were discussed by Martin Sinclair. The urban center provides market, manufacturing, financial, education, entertainment and other facilities for itself and the larger surrounding area. The adjacent rural area furnishes a market for urban goods, room for the urban center to expand, food supplies and special facilities such as airports and drive-in theaters. At one time, the city's dependence of the immediate countryside for its food supply was a factor limiting urban growth. However, modern methods of transport, storage and refrigeration have altered the nature of this limitation considerably. Milk, for example, might be brought in daily from a distance of 100 miles or more. The pattern of much suburban growth suggested a perhaps self-defeating "best-of-both-worlds" desire on the part of many people to work in the urban area but live in the country.

Mr. Sinclair illustrated his remarks concerning the extent of urban influences with maps of an area extending from Brantford through the Niagara Peninsula. Maps of traffic flow, commercial areas and distribution of labor force all showed the City of Brantford both dependent on and influencing an area extending well beyond county limits. A regional approach to planning was essential, Mr. Sinclair said, if satisfactory patterns of roads and housing and population distribution were to be achieved. In planning commercial areas, cities must think of the larger area they are serving and must know the population required to support them. In planning and thinking, urban and rural cannot be separated, he concluded.

Caution and foresight in considering proposed subdivisions in rural areas were urged by Kunio Hidaka. Nowadays, subdividers generally undertook to provide roads and other services. However, councils and planning boards should be mindful of the fact that in most cases residential subdivisions did not pay their way. Sometimes, too, the subdivider in rural areas might expect to "get by for less" so far as the standard of services to be provided was concerned.

### . . . Questions Reflect Community Concerns

The 80-odd questions discussed in Friday's sessions reflected the interests of the various groups participating in the conference. They also provided an opportunity for exchange of views between representatives of official bodies, such as councils and planning boards, and delegates from civic, business, recreational and other groups.

Some examples of questions of general interest were:

What factors should determine the location of homes and other facilities for older citizens? Is a comparatively central urban setting preferable to a country location?

Does provision for Provincial parks and conservation areas lessen the need for parks in urban areas?

Should parks be developed in conjunction with schools? Should school playgrounds and building facilities be made available for community uses other than education? If so, what should be the basis of shared costs?

Are public bodies, including senior levels of government, subject to zoning provisions?

Should there be more women members on planning boards?

. . . County-wide Planning

Questions concerning the possibilities of planning on a county basis, or wider, were reserved for discussion during and after a final panel session entitled "Where Do We Go From Here." Speakers were: Harold Thompson, reeve of Beverly Township and chairman of the Hamilton-Wentworth Planning Board; Ewart Biggar, clerk-treasurer of Brantford Township; P.J. Harvey, Brantford realtor and former planning board chairman and head of the city off-street parking committee; and Col. A.L.S. Nash, director of the Community Planning Branch.

Mr. Thompson outlined the operations of the Hamilton-Wentworth Planning Board as an illustration of how a county-wide planning agency might work. In addition to the City of Hamilton, the Hamilton-Wentworth Planning Area embraces nearly all of Wentworth County - nine of the eleven local municipalities in the County. On the theory that area planning is in the best interests of the City, Hamilton is paying the bulk of the cost of the operation of the Hamilton-Wentworth Planning Board. Its current budget of \$58,000 enables the area Board to employ adequate technical staff. The Board is composed of seven members - three appointed by the City, three by the County, with the seventh membership alternating yearly between the Mayor of the City or his representative and the Warden of the County. The County basis of representation on the Board removes pressure on individual members of the Board and obviates objections that authority is being taken away from elected representatives, Mr. Thompson said.

The Board is now working towards a comprehensive plan of the entire area. However, he stressed, such a plan was not something that could be "whipped up in two or three weeks - or two or three months." As an example of the type of work the Board is now carrying on in co-operation with the local municipalities of the area Mr. Thompson displayed a plan covering the Town of Dundas, recently approved as Amendment No. 3 to the Hamilton-Wentworth Official Plan.

The second panel speaker, Mr. Biggar, agreed that there was a definite need for planning for larger areas. While the local planning board was doing an excellent job, there were problems beyond its scope, he said. Mr. Biggar recommended a regional park system and spoke strongly of the need to save local beauty and recreation areas. Referring specifically to planning in rural areas, Mr. Biggar suggested that there was an important place in rural planning for wealthy people interested in building country homes and estates.

Invited to speak next from a critical viewpoint, Mr. Harvey said that as a veteran planning board member he favored "orderly development". However, as a businessman he was opposed to "dictated economic restrictions" which planning boards might "unwittingly impose" through zoning, for example. Mr. Harvey said he considered off-street parking restrictions a necessity. On the other hand, he questioned the propriety of restricting land to one use in conservation areas unless it was purchased for public use.

Planning boards should plan on the advice of professionals, Mr. Harvey said, but should not let the experts do the planning and simply "rubber stamp" their work. In appointing boards, councils should call on business and professional men, such as architects, realtors, engineers, contractors, retailers, manufacturers - "people concerned with specific phases of community life." Planning boards were the natural medium for securing co-operation between the councils of different municipalities, he said

Speaking last, Col. Nash said the Department of Planning and Development was thinking in terms of a board broad enough to cover a functioning economic area; large enough to afford a competent technical staff; yet small enough to understand and be part of the area. Local planning boards worked well as far as they were able to go, he said, but ran into difficulties when it came to gauging effects from surrounding areas.

There was no thought of eliminating smaller boards, Col. Nash continued, unless they themselves found their work could be better carried on by a larger agency. A properly functioning area planning authority does not work alone, he stressed, but brings together local agencies and works with them.

In the discussion following the panel presentation, it was pointed out that the county provided a more appropriate geographic basis for planning in some parts of the Province than in others, depending upon the size and shape of the particular county unit, the location of urban centres in relation to its boundaries, and other factors. In the case of Brant County, for example, the two main urban centres were located in the heart of the county. Elsewhere in the Province, however, this was not necessarily the case, and the boundaries of a suitable larger planning area would not necessarily coincide with those of either one or more counties.

Earlier, at a workshop banquet, delegates heard a warm endorsement of the work of the Brantford and Suburban Planning Board from Mayor Max Sherman, and also listened to an address by the Rev. Dr. G. D. Johnston, Pastor of the Central Presbyterian Church, on problems facing churches in new urban areas.

Mayor Sherman said that the pioneers of the Brantford Area Board came to a wise conclusion "when they decided not to restrict their activities to a single community but invited the adjacent municipalities to join them." The Board now serves the City, Brantford Township and part of Onandaga Township.

"From a long-range viewpoint it is apparent that sectional planning is not nearly as effective as area planning", he said. "There is no doubt that the co-operation of the representative municipalities has proven to be in the best interest of all concerned."

Mayor Sherman also pointed out that City Council had authorized the planning board to compile a Master Plan of Public Improvements setting out future needs for capital expenditures. "In municipal government each individual department gives first attention to the services for which it is responsible. All such services must be correlated in order to produce the most efficient and economical operation of local government. The priorities cannot be determined until the total capital works program is visualized as one picture, nor can a public relations program be intelligently planned until the various required improvements are gathered into focus."

### . . . Churches in New Areas

Discussing some problems of churches in new areas, Dr. Johnston noted that the church-going population was increasing rapidly and that "an ever-increasing number of these people find themselves in new urban developments. They demand churches, and they have little money with which to satisfy their demands."

Lack of money on the part of young suburban residents, Dr. Johnston suggested, should have a definite bearing on the attitude of the town planner to new church buildings.

"Somehow, the middle road must be found between restrictive legislation, which, in some cases, heavily impedes church extension, and the happy-go-lucky attitude which, by allowing poor construction on inadequate lots, only creates a greater problem for congregations in later years."

As steps towards a solution, Dr. Johnston recommended, first: continued pressure on developers either to donate land, or to sell it at a reduced rate, for church purposes; and, second, "an equally constant pressure on churches to build adequate structures." Such policies should result in congregations obtaining really adequate lots to start with and then building by stages as their requirements grew and their finances permitted. To provide adequate room for both church extension and off-street parking, the General Board of Missions of his church recommended a lot of not less than two acres, Dr. Johnston said.

As to the size of the congregation, he suggested that a church should not be established "unless there is a reasonable assurance of three hundred and fifty to four hundred members within five years."

With the increasing weekday use of churches and church buildings in urban areas, the church could prove "an annoying neighbour", if it were not suitably located and if adequate provision for parking were not made.

Among factors that should be considered in the location of a new church were: visibility, because "the vast majority of the people who live in a new area are strangers and do not know the community"; easy access by road; and a corner lot location, if possible, "to avoid the more obvious disadvantages to neighbours of noise and confusion."

Because of the danger to children, a church should not be located on a major arterial highway.

Dr. Johnston said church extension authorities of the major communions were "just as conscious of the problems as are the town planners and just as anxious to meet with you and discuss with you what is after all, a common problem." He suggested an approach be made to the Canadian Council of Churches recommending a joint committee on the place of the church in the urban community.

Sept. 21 - 24, 1958

COMMUNITY PLANNING ASSOCIATION OF CANADA

NATIONAL CONFERENCE

King Edward Hotel, Toronto, Canada

UNIVERSITY OF TORONTO GRADUATES THIRD CLASS IN DIPLOMA PLANNING COURSE

May, 1958 marks the graduation of the third and largest class enrolled so far in the one year diploma course offered by the Division of Town and Regional Planning at the University of Toronto.

The course is designed to train students to enter the town planning field. It is open to approved graduates of a university or to persons with approved professional qualifications, usually from related fields such as architecture, civil engineering, surveying, geography, social science, economics or law.

Including this year's class of 20, some 53 students have attended courses in planning at the University of Toronto since 1951. Graduates have had little difficulty in finding employment. At last count, about half of those who attended prior to 1957-58 were employed by local municipal planning agencies, including, in Ontario, the City of Toronto Planning Board, the Metropolitan Toronto Planning Board, the City of Kingston, the Windsor Planning Board, the City of Ottawa Planning Board, the North York Planning Board; and, outside the Province, the Town Planning Department of the City of Edmonton and the Providence, R.I., City Planning Board. A number have joined the staff of the Community Planning Branch of the Department of Planning and Development. Others were employed in municipal research, private engineering and architecture, and aerial surveying; the St. Lawrence Seaway Development Commission; and by other government agencies.

. . . Revised in 1955

From 1951 to 1954, the planning course at the University consisted of a program of post-graduate studies leading to a Master's degree in the student's previously chosen field, whether architecture, social work, economics, etc. During this three-year period, 16 students completed course work in planning. After a lapse of a year, during which no course was offered, the planning studies program was re-organized on the basis of the present one-year diploma course. Named head of the Division was Professor Gordon Stephenson, a widely experienced architect, planner, planning professor and planning editor. Professor Stephenson took his degree in architecture in 1930 at the University of Liverpool and later studied at the University of Paris and at the Massachusetts Institute of Technology. He was a senior research officer in Lord Reith's reconstruction agency which became the British Ministry of Town and Country Planning. He assisted Sir Patrick Abercrombie on the Greater Plan of London in 1943-44 and was one of the principal authors of the New Town Act and the Town and Country Planning Act (1947). In 1948 he was appointed Lever Professor of Civic Design at the University of Liverpool and edited the Town Planning Review published at that University. Before coming to Canada, Professor Stephenson acted as consultant to the Government of Western Australia in preparing regional plans for the Metropolitan area of Perth and Freemantle. In addition to his teaching duties at the University of Toronto, he is now acting as consultant to the Cities of Halifax, London and Hamilton in connection with urban renewal studies and to the City of Toronto in a general consultative capacity. He has also served as special advisor to the President of the University of British Columbia in connection with that university's building program.

Associated with Professor Stephenson in the Division are Professors Anthony P.C. Adamson and G.A.P. Carrothers. Professor Adamson has been a member of the School of Architecture teaching staff since 1943.

In addition to teaching, his experience in community planning includes practice as a professional planning and architectural consultant; and service as a school board member, councillor and reeve in Toronto Township and as chairman of the local public utilities commission. Professor Carrothers, who joined the division in 1956, is a graduate in architecture of the University of Manitoba and holds a master's degree in City Planning from Harvard University. He has practised as an architect in Vancouver and Alberta. He is now chairman of the Toronto Chapter of the Town Planning Institute of Canada and is serving as editor of two planning publications - the proceedings of the Regional Science Association and the T.P.I.C. newsletter. Special lecturer attached to the Division is Mr. Eric Hardy, Director of the Bureau of Municipal Research and the Citizen's Research Institute of Canada.

### . . . Course Content

The Planning course is given in co-operation with other departments of the university. Subjects such as planning law and municipal engineering, for example, are given outside the School of Architecture by specialists in these fields from other departments of the University.

Considerable emphasis is placed on practical work. Each year a series of problems based on developments actually occurring in Southern Ontario is studied in the field and in the studios of the Division. During the 1957-1958 term, practical work included the design of a residential subdivision; preparation of an official plan for the Town of Whitby; an analysis of the Don Valley Greenbelt system in Metropolitan Toronto; and a study of proposed development and redevelopment in two areas of Metropolitan Toronto - the Malvern area in the Township of Scarborough, where land has been acquired for public housing purposes by the Federal Provincial partners, and an area proposed for redevelopment in the City of Toronto.

As well as introducing students to the techniques of planning, the course is designed to impart knowledge and stimulate thought about basic ideas, principles and related processes involved in planning. Other subjects include: the theory and principles of town and regional planning; planning literature; local government; community planning law; and municipal engineering. In addition, students are required to take at least one elective course intended to supplement their previous training.

Although the planning course leads to a diploma, it is possible for Master's degree candidates in other subjects to take part of the course. Approved graduate architects may meet requirements for the degree of Master of Architecture by taking the planning course and completing a thesis.

### . . . Fellowships and Bursaries

Fifteen fellowships of \$1,200 each are offered annually by Central Mortgage and Housing Corporation to students at the four Canadian universities with planning courses - Toronto, McGill, Manitoba and British Columbia. Information concerning fellowships is available from C.M.H.C. in Ottawa or from the Division of Town and Regional Planning at the University.

The Metropolitan Toronto Planning Board Fellowship of \$1,200 is awarded to a graduate student intending to take the course at the University of Toronto.

## SUBDIVIDING AND NEW CONSTRUCTION UP DURING FIRST QUARTER OF 1958

Both subdividing and construction activity in the Province of Ontario showed decided increases during the first quarter of 1958, compared with the same period in 1957.

### . . . Subdivisions

★

The total acreage contained in URBAN plans of subdivision approved for registration from January 1 to March 31, 1958, was more than double that contained in plans approved during the first quarter of 1957 - 2,366 acres compared with 1,039 a year ago. This acreage was also greater than the urban acreage approved in the same quarter of either 1955 or 1956. The increase was partly accounted for by increased subdividing for commercial, industrial and multi-family residential purposes.

The number of proposed single family lots contained in URBAN plans was approximately 50 per cent greater in the first quarter of 1958 - 4,939 compared with 3,225 in 1957 - but was less than in 1956 and only slightly higher than in 1955.

Acreage subdivided and number of lots created in SUBURBAN and RURAL areas were both down in the first quarter of 1958, compared with the three previous years. RESORT figures, however, have increased markedly, owing to the greater amount of land being subdivided for resort purposes by the Crown and by private owners alike.

In the Metropolitan Toronto Planning Area the same general trend was seen, with a substantial increase over 1957 in URBAN activity, particularly in multi-family, commercial and industrial acreage.

### . . . Construction

A total of 7,651 residential units were started in Ontario during the first quarter of 1958, according to the Dominion Bureau of Statistics. This was more than double the figure for the same period in 1957 and also higher than in 1956 and 1955. Completions totalled 10,175, which was slightly higher than the total for the same period in 1957, but less than 1956 and 1955 completions.

### . . . Graph

The accompanying graph summarizes residential subdividing and construction activity by quarters for the years 1955, 1956, 1957 and the first quarter of 1958. Based on the number of single family lots approved in plans of subdivision and on the number of single family construction starts, the graph shows the volumes of these two activities closely paralleling each other from the beginning of 1955 to mid-1957, when subdividing fell off sharply. It should be noted that construction starts during this period may have been on lots contained in plans previously approved and registered. Subdivision figures refer only to lots created by plan of subdivision. They do not include lots created by planning board or ministerial consent, or otherwise by metes and bounds description. Resort lots are omitted.

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★ The terms URBAN, SUBURBAN and RURAL are used to classify plans according to the availability of services, as follows: URBAN - municipal water and sewer available; SUBURBAN - municipal water only; RURAL - neither municipal water nor sewer (year-round use). RESORT plans are listed separately.

MAP SHOWING SINGLE FAMILY LOTS IN  
SUBDIVISION PLANS APPROVED FOR REGISTRATION  
AND SINGLE FAMILY CONSTRUCTION STARTS  
IN EACH QUARTER - 1955-1958

S.F. lots approved for registration  
S.F. construction starts  
S.F. construction starts  
(estimated)

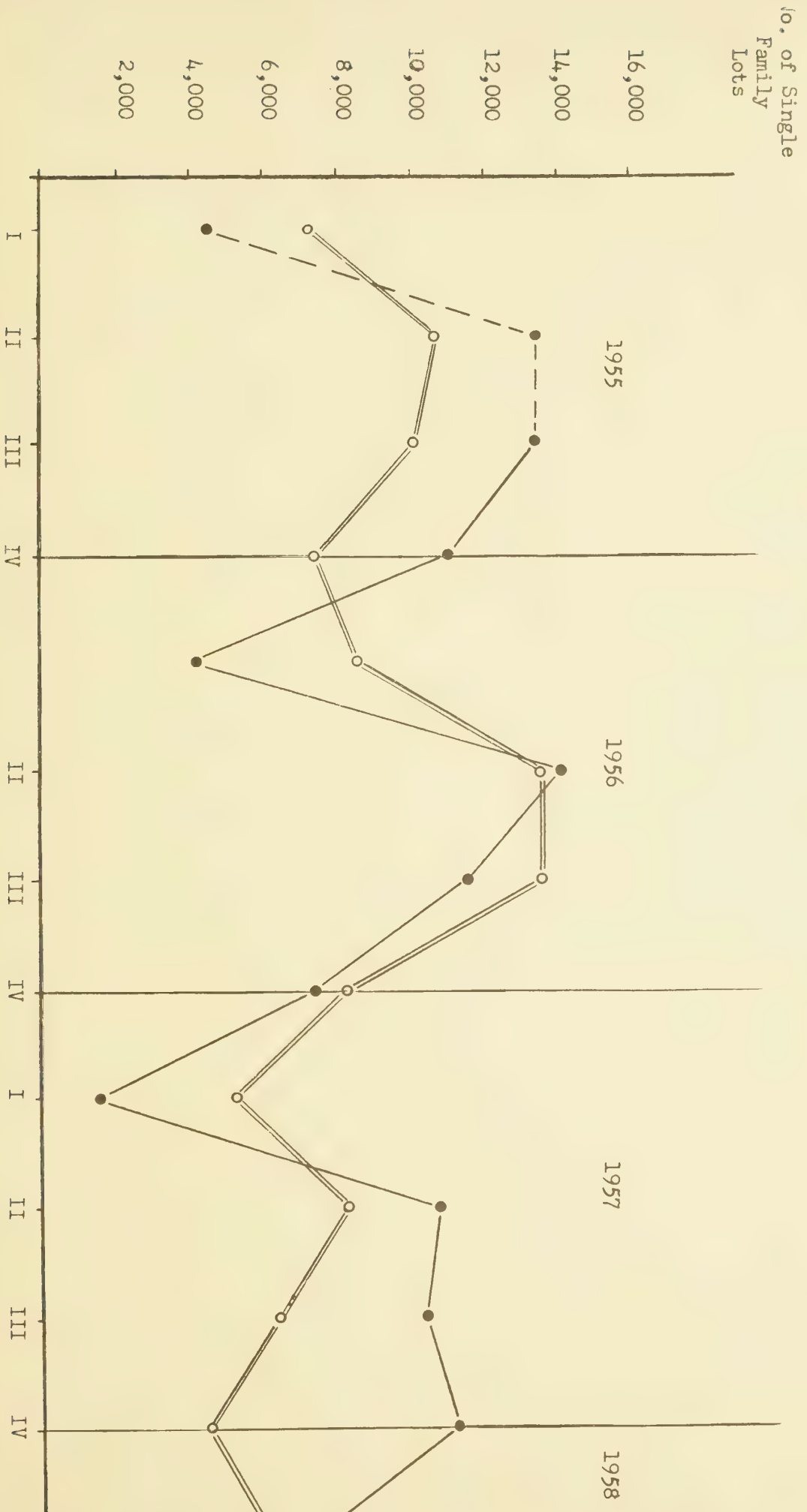


TABLE I  
SUMMARY OF SUBDIVISION PLANS APPROVED  
FOR REGISTRATION IN PROVINCE OF  
ONTARIO DURING THE FIRST QUARTER OF:

(a) 1955 (b) 1956 (c) 1957 (d) 1958.

| No. of Plans | Type     | Total Acreage of Plan (Incl. Streets) | No. of Residential Lots S.F. | T.F. | M.F. | M.F. Acr. | Commercial Acreage | Industrial Acreage | Other Blocks Acreage (not incl. Street |
|--------------|----------|---------------------------------------|------------------------------|------|------|-----------|--------------------|--------------------|--|
| a) 89.5      | URBAN    | 1558                                  | 4446                         | 4    | 30   | 17        | 32                 | 141                | 316                                    |
| b) 94        |          | 1885                                  | 6759                         | 229  | 44   | 19        | 30                 | 36                 | 225                                    |
| c) 66        |          | 1039                                  | 3225                         | 9    | 5    | 5         | 3                  | 119                | 169                                    |
| d) 74        |          | 2366                                  | 4939                         | 198  | 37   | 103       | 126                | 389                | 440                                    |
| a) 33.5      | SUBURBAN | 582                                   | 1511                         |      |      |           | 29                 | 23                 | 52                                     |
| b) 29        |          | 437                                   | 1088                         |      |      |           | 5                  | 31                 | 32                                     |
| c) 34        |          | 469                                   | 958                          |      |      |           | 4                  | 153                | 17                                     |
| d) 24        |          | 224                                   | 670                          |      |      |           | 13                 | 1                  | 15                                     |
| a) 50        | RURAL    | 749                                   | 1309                         |      |      |           | 19                 |                    | 34                                     |
| b) 38        |          | 468                                   | 837                          |      |      |           | 4                  | 1                  | 14                                     |
| c) 29        |          | 599                                   | 950                          | 1    |      | 1         | 6                  |                    | 115                                    |
| d) 22        |          | 278                                   | 473                          |      |      |           | 6                  |                    | 25                                     |
| a) 31        | RESORT   | 653                                   | 479                          |      |      |           | 9                  |                    | 47                                     |
| b) 20        |          | 312                                   | 343                          |      |      |           |                    |                    | 56                                     |
| c) 29        |          | 717                                   | 595                          |      |      |           |                    |                    | 227                                    |
| d) 43        |          | 1310                                  | 1540                         |      |      |           |                    |                    | 156                                    |

TABLE II

SUMMARY OF SUBDIVISION PLANS APPROVED  
FOR REGISTRATION IN METROPOLITAN TORONTO  
PLANNING AREA DURING THE FIRST QUARTER OF:

(a) 1955 (b) 1956 (c) 1957 (d) 1958

| No. of<br>Plans | Type     | Total Acreage<br>of Plan<br>(incl.Streets) | No. of Residential Lots |      | M.F.<br>Acr. | Commercial<br>Acreage | Industrial<br>Acreage | Other Blocks<br>Acreage (not<br>incl.Streets) |
|-----------------|----------|--|-------------------------|------|--------------|-----------------------|-----------------------|---|
|                 |          |  | S.F.                    | T.F. |              |                       |                       |   |
| a) 25           | URBAN    | 901  | 3260                    | 28   | 11           | 9                     |                       | 78  |
| b) 35           |          | 565  | 3162                    | 226  | 14           | 5                     | 17                    | 34  |
| c) 13           |          | 178  | 528                     |      |              | 2                     | 9                     | 44  |
| d) 22           |          | 813  | 1828                    | 19   | 97           | 107                   | 77                    | 144   |
|                 |          |  |                         |      |              |                       |                       |   |
| a) 4            | SUBURBAN | 24   | 92                      |      |              |                       |                       |   |
| b) 8            |          | 124  | 248                     |      |              | 5                     | 12                    | 15  |
| c) 6            |          | 42   | 94                      |      |              |                       |                       | 5   |
| d) 4            |          | 33   | 99                      |      |              |                       |                       |   |
|                 |          |  |                         |      |              |                       |                       |   |
| a) 1            | RURAL    | 11   | 19                      |      |              |                       |                       | 1   |
| b) 1            |          | 5  | 10                      |      |              |                       |                       |   |
| c)              |          |  |                         |      |              |                       |                       |   |
| d)              |          |  |                         |      |              |                       |                       |   |

TABLE III

RESIDENTIAL STARTS AND COMPLETIONS (UNITS)

January To March

|      | <u>Starts</u> | <u>Completions</u> |
|------|---------------|--------------------|
| 1955 | 6,184         | 11,387             |
| 1956 | 6,233         | 10,542             |
| 1957 | 3,230         | 9,908              |
| 1958 | 7 651         | 10,175             |

RECENT ACCESSIONS

. . . Books and Pamphlets

1. - "A Report on Water Supplies for Municipalities in Lambton County" - Sept. 1957, 33 pp. - Ontario Water Resources Commission.
2. - "Stream Pollution in the County of Oxford" - Sept. 1957, 24 pp. Ontario Water Resources Commission, Parliament Buildings, Toronto
3. - Final Report - Royal Commission on Canada's Economic Prospects Nov. 1957 - Queen's Printer, Ottawa - 510 pp.
4. - "Vital Statistics for 1956" - Province of Ontario - Queen's Printer, Parliament Buildings, Toronto.

. . . Articles of Interest in Recent Periodicals and Bulletins

The Municipal World, April 1958

P. 155 - Report of the Ontario Association of Rural Municipalities Annual Convention.

P. 163 - Park Design and Planning - W. C. Miller

P. 182 - The Plight of our Cities - Eric Beecroft

Architectural Forum, May, 1958

P. 112 - Industrial "City" of the Future - (semi-rural and semi-industrial)

## BRIEFLY NOTED

### Planning Areas

On April 30, 1958 - The Minister defined the whole of the Township of Hope as a Single Independent Planning Area. On May 1, 1958 - the Minister defined the Dunnville and District Planning Area. The planning area includes the Town of Dunnville and all of the Townships of Dunn, Moulton and Sherbrooke. On May 7, 1958 the Minister re-named the Lindsay and Ops Planning Area and Planning Board so that they are now known as the Lindsay and Ops Township Planning Area and the Lindsay and Ops Township Planning Board.

### Planning Board - Secretary Treasurers

The following changes for the position of Secretary-Treasurer were noted during May :- Mr. Wm. Litchfield, (Huntsville Planning Board); Mr. Watson McCulloch (Amaranth Planning Board); Mr. Maurice Fay (Neelon and Garson Planning Board); Mr. Hugh Lindsay (North Gower Planning Board); Mr. D. E. Wade (Elmira Planning Board); Mr. Harold F. Brown (Bolton Planning Board); Mr. G. Tassie (Port Carling Planning Board); Mr. Daniel McMichael (Bradford and West Gwillimbury Planning Board).

### Planning Board - Members

Newly appointed members to planning boards during May were as follows:- Messrs. Robert Graham, Joseph Thornton, Bruce Watt, Howard Bruner, Blake Sanford, Douglas Sellars and Mayor R. Watters (Kingsville & District Planning Board); Dr. Wm. J. Wright and Messrs. Harold Cully, J. Carr, Charles McCulley, Audrey Duke, Wm. Claridge and Tom Nixon (Port Carling Planning Board); Dr. E. J. Coutier and Messrs. S.G. Avery, W.S. Payne, and Wm. Litchfield (Huntsville Planning Board).

### Committees of Adjustment

. . The Township of Scarborough Planning Board has constituted itself as the Committee of Adjustment for the Township of Scarborough. Mr. D. F. Easton is Secretary-Treasurer.

. . The Council of the City of Oshawa has constituted a Committee of Adjustment for the City and has appointed the following members; Messrs. Louis Hyman, Frank McLellan, and Harry T. Woods.

. . Mr. S. Mills was elected chairman of the Aurora Committee of Adjustment and Mr. F. J. Wims was appointed secretary-treasurer. Mr. J. C. Peacock was appointed secretary-treasurer of the Preston Committee of Adjustment.

### COMING EVENTS

June 5, 6, 7, 1958 - Minaki Lodge, Minaki, Ontario (Lake of the Woods Area)  
Town Planning Institute of Canada - Annual Conference, Hugh Lemon,  
Board of Trade Building, 11 Adelaide St. W., Toronto.

June 8-12 - Milwaukee, Wis.  
Municipal Finance Officers Association of the United States and Canada  
Annual Conference (Hotel Schroeder). Exec. Dir., Joseph F. Clark,  
1313 East 60th Street, Chicago 37, Ill.

- June 22-23, 1958 - Washington, D. C.  
National Housing Conference. Annual Meeting (Hotel Statler).  
Exec. Vice Pres., Lee F. Johnson, 1025 Connecticut Ave., N.W.,  
Washington 6, D.C.
- Sept. 3-5 - Philadelphia, Pa.  
American Planning and Civic Assoc., Bellvue-Stratford Hotel,  
Exec Sec. Harlean James, 901 Union Trust Bldg., Washington, D.C.
- Sept. 3-6 - Fredericton, New Brunswick  
Institute of Public Administration of Canada  
Exec. Secretary Frank J. McGilly, 33 Isabella St., Toronto, Ont.
- Sept. 21-24 - Toronto, Ontario.  
Community Planning Association of Canada. Annual Convention, King Edward Hotel;  
Toronto, Eric Beecroft, National Director, C.P.A.C., 77 MacLaren St., Ottawa.
- Sept. 30 - Oct. 3 - Montreal, Quebec.  
Canadian Good Roads Association - Annual Convention. Queen Elizabeth Hotel;  
C. W. Gilchrist, Managing Director, 270 MacLaren Street, Ottawa, Ont.
- Oct. 12-15 - San Francisco, California  
N.A.H.R.O. (National Association of Housing and Redevelopment Officials)  
Sheraton - Palace Hotel; Exec. Director, John D. Lange, 1313 East 60th Street,  
Chicago 37, Illinois
- Oct. 12-16 - New Orleans, La.  
American Institute of Parks Executives, Jung Hotel;  
Exec. Sec. Alfred B. LaGasse, Ogelbay Park, Wheeling, West Virginia.
- Oct. 12-17 - New Orleans, La.  
American Transit Association. Roosevelt Hotel, New Orleans, La.  
Contact:- ATA, 292 Madison Ave., N.Y.C.
- Oct. 13-17 - New York City  
American Society of Civil Engineers. National Convention, New York City.  
Contact ASCE, 29 West 39th Street, N.Y.C.
- Oct. 19-22 - Quebec City, Quebec.  
Canadian Institute on Sewage and Sanitation - Annual Convention,  
Chateau Frontenac, Quebec, Que.
- Oct. 26-30 - New York City, N.Y.  
American Institute of Planners
- Nov. 10-14 - Miami Beach  
Institute of Traffic Engineers 28th Annual Meeting, Deauville Hotel,  
Miami Beach, Florida. Contact:- ITE, 2029 "K" Street, N.W., Washington, 6, D.C.
- Nov. 28 - Dec. 5, 1958 - San Francisco.  
American Association of State Highway Officials. Annual Meeting, Sheraton-  
Palace Hotel, San Francisco, California. Contact :- AASHO, National Press  
Building, Washington 4, D.C.

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TO BURY OR NOT TO BURY

An Examination of the Pros and Cons of Underground  
Wiring with Special Reference to Residential Areas

By  
Ruth Martin Thompson



The endless faith, hope and optimism of the Chamber of Commerce is so well known that it is a target for radio jokesmiths, yet even the most cheerful of the Chamber's protagonists must have been astonished by the growth and development in Canada since the war. Towns that had slumbered along like Rip Van Winkle stirred with fresh vitality. Comfortable little cities of 20,000 people and a few factories found themselves with double the population and problems in proportion. There was a surge of building. Whole new streets lined with bungalows appeared in a single season. Schools sprang up. New shops and offices clustered in enormous suburban shopping centres with acres of concrete parking lots around them. The country experienced the greatest period of construction it had ever seen.

With this tremendous physical development people began to take a new interest in their environment. Casting a critical eye on the results of urgent unplanned building by their forefathers, they deplored crooked narrow streets that hampered traffic, insufficient parks and playgrounds, rundown stores cheek-by-jowl with fine residences. Then they initiated action designed to forestall such frustrations for the future. Town Planning and Zoning became familiar terms to every taxpayer. Of course, the mills of municipal gods often grind exceeding slow and it takes a long time to get things done. Nevertheless, architects, engineers and - we rejoice to say it - citizens' committees in hundreds of towns and cities have been and are now at work on plans for Canadian communities of greater beauty and greater safety. The public has developed a conscience!

It was the murmuring of this still, small voice that prompted several power commissions to study the problem of putting utility wires underground. Some backed away in alarm. Others, at the insistence of builders of new houses, made limited installations. A few met the challenge of dissatisfied customers with enthusiasm and ingenuity.

. . . What are the arguments for and against?

To use a purely feminine metaphor, the question seems something like the question of whether one ought to buy a luxurious fur coat, and the pros and cons are pretty much the same. First of all it would be beautiful. And it would do well the job it was designed to do. And it would last longer than a cheaper one ... But oh! the initial expense!

Cost appears to be the only really valid argument anyone has to offer against underground wiring. As in the case of the coat, if you can afford it, why not?

There can be no doubt about the aesthetic improvement when wires go underground. Look out your house or office window and what do you see? Guy wires and anchors on the ground; rows of stark, gray poles with ugly crossarms; trees lopsided and unnaturally cropped; and overhead a maze of black lines like the scribblings of some giant with a pen. Mr. Anthony Adamson, who is President of the Town Planning Institute of Canada and lectures to students in architecture at the University of Toronto, puts it this way: "On every suburban street in every Ontario town are the dead trees decorated with black boxes and strung with wires and guys, things that have been outlawed in Europe for years". So that is what you see from your window. Unless, of course, you live where it has all been put under roads and lawns. Then you have an uninterrupted view of the sky over houses and trees. The only poles are the light standards on just one side of the street, and as ornamental as the public taste and purse will allow. The sole evidence of other hydro-electric equipment is the small kiosk housing the transformer and showing twenty to thirty inches above ground. (In some systems the transformer housing is completely below ground level.) Even more important, perhaps, in this restless age, is the feeling of openness and peace and freedom. Properties of only average size appear to be much more spacious. Houses in subdivisions with underground wiring, particularly where the area has been laid out with crescent and U-shaped streets and where trees are growing, have the air of having been set down in a pleasant park.

### . . . What is Good Service

Every power commission wants to give good service to the consumer. What is good service? It can probably best be defined as the provision of a constant supply of adequate power of a constant voltage at a reasonable rate. The placing of wires underground should have no effect on any of these with the exception of constant supply; here, because of fewer outages, the underground system appears to have a definite point in its favor. It is free at all times from the threat of storm damage and from the breakdowns which occur as a result of lightning or from heavy ice wrenching wires from poles or from the poles themselves being snapped by ice or wind. Another obvious and important advantage is the improbability of underground parts being harmed by motor cars, airplanes or building fires, all of which cause trouble in overhead systems. Insofar as the primary feeder circuits are reliable, the underground system in a residential area will be reliable. There are, however, a few things which can threaten a buried cable: chemical action of the soil or of the moisture, tree roots that grow among the conductors, and rodent animals and enthusiastic gardeners. Corrosion can be kept at a minimum by proper insulation and careful laying and drainage. Wires can be kept pretty well out of the way of trees or vice versa where young trees are being planted. Digging animals, particularly human ones, are harder to deal with but apparently have not yet caused serious trouble.

With only these minor ailments to assail it, how long can a ground-covered system be expected to last? Basing their opinions on the condition of installations made here in the past decade and on the experience of engineers in Britain and Europe, where underground wiring is an old, old

story, Canadian engineers predict a life of about fifty years for a properly installed and protected system. Treated wooden poles presently in use in overhead systems, and the weatherproof conductors and other hardware on them, usually last from twenty to twenty-five years. So one underground will last as long as two complete overhead installations. According to an article by a Toronto hydro-electric system engineer "This does not mean that only twice the original capital cost is involved in the fifty years in the case of overhead construction. There is a very considerable labor cost involved in replacing poles and wires a few at a time as they need replacing and the replacement cost alone on this basis would be nearly twice the cost of the original installation".

### . . . Cost Comparisons

So we arrive at the question of cost. Costs of underground wiring systems have been variously estimated at from one and one-half to six times the cost of comparable overhead works. The higher ratio represents the expenditure necessary for the complete operation of servicing a commercial area. That will include heavy labor costs for the work of tearing up pavements and sidewalks and for other preparatory work, as well as for the installation of an elaborate heavy voltage system. Temporary systems must also be arranged so that there may be no interruption of service. It is apparent that in a closely built business district delays and difficulties, which always cost money, would be manifold.

The lower ratio of  $1\frac{1}{2}$  to 1, which has in the last year or two been cut by some Ontario communities, is an average estimate for a practical installation in a new residential area. Obstacles to easy installation will vary from one town to another, chiefly because of different soil conditions and drainage. Where digging is comparatively easy and elaborate drainage precautions do not have to be taken, costs will come down accordingly. Other circumstances exerting an influence on the final figure are: location of installation and the amount of sidewalk and street paving to be tunnelled under or broken and replaced; local labor rates; the remaining useful life of the existing overhead system, which must be figured as an expense of the new.

### . . . In a Toronto Suburb

We mentioned Ontario communities which have followed the trend toward underground distribution. One of them is a subdivision in the western suburbs of Toronto, where an entire new section of 450 lots, shopping centre and school was recently supplied with hydro power and telephone service by joint effort of the Toronto Township Hydro Electric Commission and the Bell Telephone Company - and with outstanding success. The Commission and the Company reached amicable agreements whereby costs were kept to a minimum. For example, both cables lie in one trench, the primaries on one side of the 30-inch wide cut covered with sand and concrete block, the telephone cable in the other side unprotected by cable covers. (It has been a common practice on this continent to have both wires in one trench. In this case it is a good idea to maintain friendly relations!)

The soil in the Toronto area was well drained and sandy so the trench was dug for only 14 cents per foot including backfill, and there were no great problems of draining the kiosks which housed the transformers. The entire operation seems to have been planned for a maximum of practicability and efficiency with a minimum of expense. By the time 382 lots had been serviced in 1954 the total cost was \$39,251.00 or slightly more than \$100 per unit. To take overhead service to that number it was calculated that the cost would be \$50,6000.00. Ornamental street lights were put in, part of the cost being borne by the homeowners, who no doubt realized that the whole installation enhanced the appearance and the market value of their homes, which range in price from \$17,000 to \$20,000.

#### . . . Dunnville and St. Catharines

Dunnville in the Niagara Peninsula district is a growing community with progressive ideas. Underground distribution was used recently for a rental housing project there, the entire job being handled by only four members of the public utilities staff who did it in addition to their regular work, and at a cost of only 10% above the estimated cost for overhead wires. Some or all of that 10% will come back to the Utilities Commission in the form of future savings; constant tree trimming will be eliminated; few outages and easy repair will effect an additional saving of time and money.

Builders of houses in Dunnville pay 35 cents a foot for underground installation and any home owner may request such service at that figure. Already it has been extended to a supermarket, apartment houses and factories.

For an ambitious program of improvement no Ontario city surpasses St. Catharines, where they intend to remove all overhead wiring in the downtown section in the next three years. Where possible, new wiring is also being put underground, and detailed, long-term plans are on the board for getting all business streets clear. The city has several new light industries with a resulting rise in the demand for power. The Commission is "going underground" to supply it and to offset the shortages they feel must occur with their present pole transmission and transformers. They hope to finance the venture without issuing debentures, an admirable ambition which can only be realized by careful planning.

In 1954 the City of Peterborough's Utilities Commission serviced a small subdivision without extra charge to builder or purchasers with the expectation that fewer repairs and longer life would balance the increased cost of installation.

#### . . . Safety for Firemen

Underground wiring has one other advantage which we have not pointed out and it is one of major importance. It is the increased safety with which firemen work when not hampered by poles and wires. Ladders can be raised with ease and speed and without the risk of broken power lines. Moreover, new firefighting apparatus is being manufactured all the time and is fast becoming all metal, creating an obvious hazard to the lives of men using it near high voltage wires. When large quantities of water are used

in extremely cold weather there is always the peril of heavily iced wires collapsing on people or equipment within range. In the City of Buffalo, where some time ago an ordinance was passed requiring all overhead wiring to be put underground at a minimum rate of four miles a year, nearly all fire alarm service is buried. One needs little imagination to see how greatly public protection is increased by a fire alarm system free of interruption by accident or storm.

### . . . Methods Used

There is diversity of practice in underground distribution in residential districts, reflecting a diversity of view among power commissions. Public interest has been sparked by builders of high priced houses who oppose overhead ugliness, and commissions have been forced to consider ways and means of underground distribution compatible with local ground conditions as well as rates and standards. A table showing design practice in places as far apart as Boston and Hawaii or Detroit and Dallas indicates that utilities companies are about evenly divided in their use of these methods:

1. Direct burial of primary cable, with prefabricated kiosks (transformer housings) and overhead-type transformers used in the kiosks.
2. Combinations of overhead and underground systems. These combine underground transformers and overhead wires or transformers and primary links overhead and all secondary lines to consumers underground.
3. A more elaborate installation with conduits and manholes.

This last type is the kind of system used in downtown business districts where accessibility through manholes is necessary for maintenance, and is much more costly than the other two. Most underground systems now in use in residential districts in Canada have incorporated the direct burial method of laying the cable. This means just what it says - the direct laying of the cable in a trench, sometimes in a transite duct, sometime covered by concrete slabs or creosote-treated wood. Transformers are housed in concrete containers. In Dunnville these kiosks are made of cement block with a sheet-steel top. In the Toronto Township system the kiosks are of concrete, have an inside diameter of 36 inches, and a steel-lock-up door cast in one wall.


Secondary lines often go out to houses from kiosks, too, and are so "sectionalized" that a fault or break will affect only a small section, perhaps only four houses. In many systems, though, the service has been tapped directly to the main (or primary) and has proved as satisfactory. Except where insulation has deteriorated badly with time, service cable faults have been few.

This problem of deterioration has occupied chemists, both rubber and neoprene having been used on cables. Plastics are presently being tried

out, especially polyethylene, the tough moisture-resistant material that so many products from carrots to cardigans come wrapped in. Efforts are being made to develop lower priced cables, junction boxes and kiosks, all aimed at cutting costs.

So far the use of underground wiring is widespread but not extensive. Operating experience is satisfactory and enough systems are in use to prove that costs for residential sections can be kept low. There will probably be a slow but steady increase over the years and, as with so many new developments, the most enterprising communities will take the lead.

(Reprinted from The Municipal World, April 1957)



# ONTARIO PLANNING

Vol. 5, No. 5. May-June 1958

## THE TREND TO LARGER PLANNING AREAS

During the past two or three years, there has been a decided increase in interest in establishing larger planning areas in Ontario. This increased interest stems primarily from the realisation that the actual community for which planning is to be done extends over a fairly wide physical area. The expansion of population in our urban communities, the greatly increased use of automotive transportation, the development and improvement of telephone service, the preference of many people for so-called "suburban living", and changes in the nature of the economy and in industrial and commercial orientation and techniques have caused this extension of the limits of the physical community. These forces did not come into play yesterday, of course - they have been at work for many years, and they are still continuing. Their effect over the past dozen years upon our urban communities and upon the once rural areas in between, has been explosive. It is this that has prompted recent demands for establishing planning programmes on a wider territorial basis.

Another important reason for trying to create larger planning areas grows out of the recognition that technically qualified staff is needed if a planning programme is to be conducted satisfactorily. There is still a shortage of technically qualified planners, particularly those with experience in Ontario or applicable to the Ontario situation, although each year sees more competent people available to take responsible planning positions. The main obstacle to engaging planning staff in many smaller planning areas is the lack of sufficient financial resources to pay the cost. By establishing larger planning areas, planning talent can be more economically used and the financial resources of a larger community would be available to support the planning programme.

Recognition of the need to effect some co-ordination of planning and developmental activity over areas extending beyond the limits of single local municipalities goes back several years, of course. The City and Suburbs Plans Act, passed in 1912, made an attempt to ensure that all subdivisions within five miles of a city having a population of 50,000 or more should be designed to fit into the established pattern of development in the city or into any general plan of development adopted by the city. The Planning and Development Act of 1917 established "urban zones" five miles in width around cities and three miles in

### COMMUNITY PLANNING BRANCH

#### DEPARTMENT OF PLANNING AND DEVELOPMENT

454 UNIVERSITY AVENUE . . . TORONTO 1, ONTARIO

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A. L. S. NASH, BRANCH DIRECTOR

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width around town and villages. The city, town, or village was empowered to prepare and adopt general plans of development for its own territory and the urban zone surrounding it and was given "extra-territorial jurisdiction" over the approval of plans of subdivision within its urban zone. This system was abandoned with the enactment of The Planning Act, 1946, and was replaced with the present provisions for establishing joint planning areas comprising part or all of two or more municipalities. At the end of May 1958, there were 55 such joint planning areas in existence in the Province, of a total number of planning areas of all types of 286.

. . . larger planning areas now established

Much has been accomplished already in some parts of the Province in establishing planning areas large enough to enable an effective planning programme to be conducted. The Toronto and Suburban Planning Area was formed in August, 1946, covering the 13 local municipalities that now constitute the Municipality of Metropolitan Toronto. This was replaced in November, 1947, by the Toronto and York Planning Area - the City of Toronto and all of the County of York. This in turn was dissolved in August, 1953, with the establishment of the present Metropolitan Toronto Planning Area, which embraces 26 local municipalities, including the 13 that constitute the Municipality of Metropolitan Toronto, and covers approximately 700 square miles of territory. The Metropolitan Toronto Planning Area extends into three counties - Ontario, Peel, and York.

Another large planning area is the Ottawa Planning Area, defined in October, 1946, to include the City of Ottawa, the Town of Eastview, the Village of Rockcliffe Park, and the Townships of Gloucester, Nepean, Fitzroy, March, and Torbolton. The Hamilton-Wentworth Planning Area was established in March 1949, and embraces the City of Hamilton and all of the County of Wentworth with the exception of the Village of Waterdown and the Township of East Flamborough. (Waterdown and part of East Flamborough are within the Burlington and Suburban Planning Area.) The most recently created large scale planning area is the Lakehead Planning Area, defined in February, 1957. It includes the Cities of Fort William and Port Arthur and the Municipalities of Neebing, Paipoonge, and Shuniah. As the Municipality of Shuniah comprises three geographic townships of McGregor, McTavish and McIntyre and as the Municipality of Neebing comprises the geographic townships of Neebing, Crooks, Blake, and Pardee, this planning area is over 70 miles in length and covers about 500 square miles.

. . . the county as a basis

One interesting aspect of the growing concern for establishing larger planning areas is the thought being given to using the county as the territorial unit for planning. Any cities or separated towns located within the county would be included in any planning area based upon the county, of course. This was done in two instances where all or most of a county was used as the basis of the planning area (the Hamilton-Wentworth Planning Area and the one-time Toronto and York Planning Area).

In favour of using the county as the territorial unit for planning is the obvious fact that the county is larger than any of the municipalities within it. This tends to satisfy the demand for establishing larger planning areas. Also, the county is

an existing, recognised unit for the local administration of certain limited functions. It has the authority to impose rates on its constituent local municipalities, so that it can raise funds for its purposes. Section 7 and 8 of The Planning Act, 1955, empower counties to finance or assist in the financing of planning boards, under certain circumstances. Another argument in support of the use of the county as the unit of planning is the fact that the county has administrative authority over county roads, which can be significant in the structure of a large community.

It is sometimes claimed that the county is not a good unit for planning because counties in Ontario, which were established with their present limits many years ago have not been adjusted to coincide with the existing fabric of functioning communities in the Province. This is obviously true in the case of a number of counties, but on the other hand there are counties which, when taken with such cities and separated towns as are located within their boundaries, appear to be reasonably satisfactory as larger units for planning. Some of these have a single city within their boundaries, often reasonably well centred or on the periphery where the county adjoins the Provincial boundary. In other instances where the ideal situation does not exist, there is often a sufficient community of interest among the various constituent municipalities in the county to provide some justification for considering establishing a planning organisation coterminous with the county. Of course, the advantages of being able to draw upon the financial resources of a much greater area and of using the county to provide the funds to support an adequate planning programme are arguments in favour of a county planning organization in most cases.

#### . . . interest indicated by Halton County Council

An indication of the interest in establishing planning organisation on a county basis was a meeting arranged for the evening of May 23, 1958, by the planning committee of the Halton County Council. About 50 people attended, most of them being members of local councils or planning boards in the County of Halton. About half a dozen members of the York County Council attended as observers, growing out of the current interest in the northern part of York County in establishing planning organisation over most of the county. At the invitation of the planning committee of the Halton County Council, a team of four members of the staff of the Community Planning Branch was present to assist in the discussion.

This meeting, which grew out of a careful, thoughtful consideration of the idea of planning on a county basis that has been proceeding in Halton County for the past two or three years, discussed the kind of planning that might be done on a county basis, how the costs would be met, what staff would be required, the type of relationship that should be established between any county planning board and the existing planning boards in the county, and the assistance that might be anticipated from the Provincial level. In this discussion, members of the staff of some of the existing planning boards in the county were particularly helpful.

At the conclusion of the meeting, it was decided to ask the planning committee of the county council to continue its study of the desirability of establishing a planning organisation on a county basis in Halton and to submit some concrete recommendation in the next few months.

The county as a basis for planning was also discussed at a two-day planning workshop held early in May at Brantford and reported in the April issue of ONTARIO PLANNING.

## COMMUNITY PLANNING BRANCH COMMENCES STUDY OF NIAGARA PENINSULA

The Community Planning Branch has recently begun a planning study of the Niagara peninsula.

The study is similar to those which the Branch also has under way in the St. Lawrence Seaway Area and in the Oshawa-Toronto-Hamilton Area. The purpose of these studies is to assist municipalities in formulating sound local and area planning programs, and to help the Branch carry out its responsibilities under The Planning Act regarding the formation of planning areas and the approval of official plans and plans of subdivision.

Underlying the studies is the assumption that to be effective, planning must extend beyond municipal boundaries and must take into account the inter-relatedness and interdependence of the communities that comprise an area.

In the Niagara area, which includes the counties of Welland, Lincoln, Brant and Haldimand, the study group is compiling information concerning existing land uses; commercial and industrial areas of influence; development trends; and population growth and distribution.

The study is being carried on in co-operation with local planning boards. Six student geographers are assisting permanent Branch staff members in field work during the Summer months.

## PUBLICITY FOR ZONING

A lively and informative introduction to the Township of York's proposed new zoning by-law is contained in an eight-page booklet entitled "Zoning and You" published recently by the Township Planning Board and Council.

A copy of the booklet was sent to every householder in the municipality. Its contents include an introductory message from Reeve Chris Tonks, followed by a summary in clear and simple language of the purpose and main provisions of the by-law. Inserted in the back of the booklet is a zoning map of the entire Township, together with a copy of the complete text of the proposed by-law.

As part of the program to introduce the by-law a series of public meetings was held throughout the Township. The dates of these meetings, which have now all been held, were also announced in the booklet. Proposals for changes made at the meetings are now being studied by the planning board.

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## COMMUNITY PLANNING BRANCH WELCOMES NEW STAFF MEMBERS

Four new members have joined the administrative staff of the Community Planning Branch in recent weeks.

They are: Tomasz M. Januszewski, Ian S. Keith, Matthew H. Kilpatrick and G. Keith Bain.

Now attached to the official plan section of the Community Planning Branch, Mr. Januszewski was born in Poland and educated in England. He attended the University of Liverpool School of Architecture and Department of Civic Design, graduating with honors in architecture and receiving the degree of Master of Civic Design in 1956. Before coming to Canada he worked for architectural firms in England. Later, he was employed by the Metropolitan Toronto Planning Board and by a firm of planning consultants in Toronto.

Also attached to the official plan section, Mr. Keith was born in Toronto. He graduated in geography from the University of Western Ontario in 1957 and was one of this year's graduates of the diploma course in Town and Regional Planning at the University of Toronto. Last summer he was employed with the Branch in compiling subdivision statistics. He has also worked during summers for the Department of Highways and for a firm of private consultants.

Mr. Kilpatrick is a Scottish-trained engineer and planner now with the subdivision section of the Branch. He began his career as an apprentice civil engineer with the Corporation of the City of Glasgow. After wartime service with the Royal Engineers in India, Burma and Malaya, he resumed his studies while employed as senior engineer with the Burgh of Kirkcaldy, Fife, taking the final examinations of the Town Planning Institute in 1950. From 1949 to 1954, Mr. Kilpatrick was associated as chief engineer with the development of the new Scottish coal mining town of Glenrothes, Fife. Before coming to Canada, he also had experience in private practice as a civil engineering and town planning consultant.

Mr. Bain recently returned to the subdivision section of the Branch from the University of Kansas, where he had been pursuing post-graduate studies towards a doctorate in geography. Previously, he was employed in both the subdivision and zoning sections of the Branch. After receiving his early education in Hamilton, Mr. Bain attended McMaster University, where he obtained his bachelor's degree in geography, and later, Syracuse University, where he obtained his master's degree.

#### BOOK REVIEW

Regent Park: A Study In Slum Clearance, by Albert Rose, 1958. 242 pages. \$5.50. University of Toronto Press.

This is a well-documented, readable book on an important aspect of urban change and development.

The author, Dr. Albert Rose of the University of Toronto School of Social Work, is a leading Canadian authority on public housing. His book is both a history and an assessment of Canada's first venture into large-scale publicly assisted slum clearance and subsidized public housing.

Regent Park North - which is to be distinguished from its newer neighbour, Regent Park South - is located in the east-central part of Toronto. Its 1,289 apartments and row houses stand on land once occupied by some of the worst housing in the City. With the assistance of the Federal Government, the City bought and cleared the 42-acre site, and then, with Provincial assistance, constructed new housing for rent to families with relatively low incomes. Each family pays a fixed proportion of its income for rent. This fixed proportion may vary in dollars according to the size of family and income.

From the viewpoint of social history, the project is an outgrowth of public housing movements in the United States. The family tree, of which Regent Park North may be described as a branch, has its roots in the mid- and late 19th century work of groups led by people such as Octavia Hill, Jacob Riis, Lillian Wald and others. The movement reached its maturity during the depression years of the 1930's in the United States with the public works and welfare programs organized under the New Deal administration.

From the Bruce Report of 1934, through to the completion of the last building in the original plan in the Spring of 1957, Regent Park North is a story of citizen action, political leadership and progress in the face of difficulties. The book deals in thorough detail with social attitudes towards such projects and presents a solidly-based case for rental housing for families that cannot afford the accommodation provided by private enterprise. It traces the long history of the untiring efforts of a few individuals and of a hard core of citizen groups, and points up the conflicts between the pro- and anti-public housing groups in the community.

Considerable space is devoted to the mechanics of the organization and financing of the project and to the legislation which made it possible. This part of the book should be of especial interest to planners, since they, too, like the "housers" of the 1930's and 1940's, have often to present ideas that are not only unfamiliar to the community, but appear also to conflict with accepted values.

Of interest to citizens and professionals alike is Dr. Rose's assessment of Regent Park North as of value to the community. He deals aptly with the effect of the project on social problems such as crime and juvenile delinquency, and the cost of dealing with these problems by replacing slums with good housing and a healthy environment. His assessment is supported by a variety of research projects undertaken by students at the Toronto School of Social Work. It is his belief that "many families have been rehabilitated wholly or partly as a result of rehousing", although he warns against unrealistic expectations of quick and complete results.

#### . . . the need for a broader approach

Perhaps the most important observation that might be made concerning this book is that it points up the need for the adoption of a much broader community-wide view in dealing with the problems of substandard residential areas and community welfare generally. This does not mean, of course, that public housing projects such as Regent Park North will not again be constructed or that they are without value. Rather, it means that greater benefits are to be expected if public housing is viewed as one aid or tool in the implementation of a community-wide program of planning and development. The change in outlook from the time when Regent Park North was initiated to the present is reflected in the changes in Federal legislation - the National Housing Act, 1954, which provides financial assistance for the clearance of substandard residential areas. Regent Park North was developed under the old legislation which made financial assistance conditional on the re-use of the land for residential purposes. The present legislation permits the cleared land to be put to its highest and best use.

By broadening the outlook and the approach, it is hoped that the long, tedious and expensive experience of Regent Park North will, in future, be avoided, and public housing and slum clearance seen in their proper perspective as part of the process of urban development.

HOWARD JOHN GARNETT

Friends and associates of Howard John Garnett, secretary-treasurer of the City of Toronto Committee of Adjustment, were saddened to hear of his death in Washington May 22, while attending the annual convention of the American Society of Planning Officials.

Mr. Garnett was 46 years old. An employee of the City of Toronto for 31 years, he began his career with the city in 1927 as a junior clerk in the property department. In 1949 he was appointed residential by-law clerk, gaining experience in zoning by-law enforcement that proved valuable when, in 1954, a Committee of Adjustment was established and he was made secretary-treasurer. Mr. Garnett was responsible for organizing the administrative functions of the committee and setting up an efficient system to deal with the large volume of applications, now averaging 500 a year.

A motion of tribute and sympathy was passed by Toronto City Council on May 26. It read in part as follows:

"Howard, as he was affectionately known to the members of City Council and his fellow employees, was a kind and considerate person and a true and faithful public servant. To his sorrowing wife and family is extended the sincere sympathy of His Worship the Mayor and Members of Council in the irreparable loss suffered in the passing of a beloved husband and father, with the hope expressed that the good he did in his lifetime may lighten in some measure at least the burden of their bereavement . . . "

CONFERENCE NOTES

Members of the Community Planning Branch staff have attended three national planning conferences in recent weeks: the annual meeting of the American Society of Planning Officials held May 18 to May 22 at Washington; the Provincial Planning Officials' Conference at Winnipeg June 2 and 3; and the annual meeting of the Town Planning Institute of Canada, June 5 to June 7 at Minaki Lodge, Ontario.

Here are some highlights:

. . . A.S.P.O.

A large number of Canadian delegates attended this year's meeting. There were 58 from Ontario alone, including a number of council and planning board members as well as technical and administrative staff. Among the many panel and discussion sessions that proved of interest to Community Planning Branch representatives were those dealing with urban renewal; "pure" versus "applied" research in planning; zoning; county planning; metropolitan government; industrial parks; and urban design.

. . . Provincial Planning Officials

Planning directors of nine Provinces were in attendance, including British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, New Brunswick and Newfoundland. Subjects discussed during the two-day meeting included: administration and technical assistance provided by Provincial Planning Branches; improvements required in provincial planning and related legislation; current experience in new town development; provincial and municipal administration of planning regulations where enforcement facilities are lacking; inter-departmental liaison; and the relationship between small town development and regional economic and growth problems.

. . . T.P.I.C.

A.G. Martin, Planning Director for the City of Calgary, was elected president of the Institute for the year 1958-1959, succeeding Burroughs Pelletier of Quebec. Others chosen: first vice-president, A.L.S. Nash, Director, Community Planning Branch, Ontario Department of Planning and Development; second vice-president, Murray Zides, planning director, Saint John, N.B.; secretary-treasurer, Hugh G. Lemon, Toronto. Councillors are: J.T. Allston, Newfoundland; A.H. Armstrong C.M.H.C., Ottawa; Roland Bedard, Quebec; Hans Blumenfeld, Toronto; P.A. Deacon, Toronto; L. Gertler, Toronto; K. Isumi, Regina.

An increase in membership of 31 over the past year was reported by the secretary-treasurer, including four new full members, 21 associate members and six student members. Total membership in the Institute at March 31 was 254.

A number of technical papers were presented at the conference sessions and arrangements are being made for publication by the Institute.

'BUILDING THE REGIONAL CITY' THEME OF 1958 C.P.A.C. CONFERENCE

"Building The Regional City" has been chosen as the theme of the 1958 national conference of the Community Planning Association of Canada, to be held September 21 to 24 at the King Edward Sheraton Hotel, Toronto.

Lively discussion is expected on topics such as the following:

- . How to move in a metropolis?
- . What will "Downtown" be like in 1980?
- . What does industry expect from urban planning?
- . What do retailers expect from urban planning?
- . What will be the impact of the large highway-building programs upon our urban growth?
- . What policies or methods of urban planning can help to assure the provision of housing for the vast new population expected in the regional city? In this planning, what are the roles of government, the developer, the builder, the lender and John Public? Under conditions of land scarcity and high service costs, what kind of neighborhoods can be designed for good living?

- . Will semi-self-contained satellite communities help to solve such problems as: (a) the high cost of municipal utilities, schools and other essential community services; (b) "the journey"; (c) the alleged social deficiencies of suburbia. If so, is it realistic to expect that such satellite communities can be evolved from the present urban chaos?
- . What devices for the control of land development are appropriate for the efficient guidance of urban growth in a private enterprise society?

A preliminary program for the conference will be announced about July 1. Room reservation forms have been mailed to all members of C.P.A.C.

#### BRIEFLY NOTED

##### Planning Areas

The Minister recently defined the following planning areas:-

The St. Marys Planning Area consisting of the Town of St. Marys;  
The Georgina Planning Area consisting of the Township of Georgina;  
The Elmvale-Flos Planning Area consisting of the Township of Flos and the Village of Elmvale.

##### Planning Board - Secretary-Treasurers

The following changes for the position of Secretary-Treasurer were noted during June:- Mr. John S. Foy, (Aylmer and Malahide Planning Board); Mr. Wilfred Ennis, (Petawawa Planning Board); Mr. Ivan Saumur, (Black River Planning Board); Mrs. Peter Barg, (Wallaceburg Planning Board); Mr. H.A. Halbert, (Alliston and Suburban Planning Board); Mr. Gavin Brandon, (Cannington Planning Board); Mr. Howard Gibson, (St. Thomas and Suburban Planning Board), Mr. C.W. Spritt, (Fort Frances Planning Board); Mr. J.H. Burke, (Port Stanley and Suburban Planning Board); Mr. L.D. Simington, (Townsend Planning Board); Mr. D. Thompson, (Lakehead Planning Board); Mr. Walter Davis, (Brighton Planning Board); Mr. D.J. Banning, (Nipigon Planning Board).

##### Planning Board - Members.

Newly appointed members during June were as follows:- Messrs. Arthur Patrick (acting chairman), William Gust, Ross Pugh, (Petawawa Planning Board); Messrs. M.O. Burrows, Alan Fowler, Kenneth Watt, Newton Seymour, Ross De Long, W.J. Knowles, J.A. Scarrow, (Southampton Planning Board); Messrs. J.W. Ross, Fred Graper, Harold Bellamy, Elgie Drinkwater, Russell Lillico, Morris Philip, Herbert Skinner, Wylie Southern and Reeve Wm. J. Beard, (Cannington Planning Board); Messrs. Frank Pearsall, J. Harcla Monow, Frank George, Wesley Down and Reeve F.E. Gooderich, (Brighton Planning Board).

##### Committees of Adjustment - Secretary-Treasurers.

The following changes for the position of Secretary-Treasurer were noted during June:- Mr. C.R. Lowther (Oshawa Committee of Adjustment); Mr. J.H. Aitchison, (Twp. of Moore Committee of Adjustment); Mr. J.K. Curtis, acting secretary-treasurer (Twp. of North York Committee of Adjustment); Mr. C.E. Taylor, acting secretary-treasurer (City of Toronto Committee of Adjustment).

## NEW PUBLICATIONS

### . . . Books and Pamphlets

1. - Report of the Minister - Dept. of Education - 1957 - 164 pp.  
Dept. of Education, Parliament Buildings, Toronto.
2. - What's in the Gordon Report for Canada's Municipalities -  
Civic Administration - 32 pp. Wells Ritchie, Editor - No charge.  
P.O. Box 100, Terminal "A", Toronto 1.
3. - Bulletin No. 25 - List of Publications - Ontario Dept. of Mines -  
Revised to April 1958 - 69 pp. Dept. of Mines, Parliament Buildings,  
Toronto.

### . . . Articles of Interest in Recent Periodicals and Bulletins

1. - Traffic Engineering - June, 1958 - p. 15 - "Transit - The Traffic  
Engineer's Opportunity" Institute of Traffic Engineering, Strathcona  
Hall, New Haven 11, Connecticut.
2. - Architectural Forum - June 1958.  
  
P. 120 - "Mapping and Measuring in 3-D, - The Science of Photogrammetry  
is fast becoming an important tool for city planning, site  
selection, and architectural research." - Architectural Forum,  
c/o Time Inc, 9 Rockefeller Plaza, New York 20, N.Y.
3. - "Are Urban Pressures Easing?" - Urban Land, News and Trends, May 1958  
- Urban Land Institute, 1200 18th Street N.W., Washington 6, D.C.
4. - The Tennessee Planner, October 1957.  
  
P. 35 - Three Cities Look at Traffic and Parking.  
P. 47 - Meeting Problems of Urban Growth.  
P. 56 - Air Pollution - an increasing menace to cities.  
P. 61 - To rezone or Not - Guiding Principles and Procedures.  
Tennessee State Planning Commission, C1-121 Cordull Hull Building,  
Nashville 3, Tenn.

## SUPPLEMENT - UNDERGROUND WIRING

The pro's and con's of underground installation of utility wiring are discussed from the point of view of esthetics, engineering and costs in an article entitled "To Bury or Not to Bury", reprinted as a supplement to this issue of ONTARIO PLANNING. A slow but steady trend towards the use of underground wiring is seen by the author, Ruth Martin Thompson. Her article appeared originally in The Municipal World.

COMING EVENTS

- Sept. 3-5 - Philadelphia, Pa.  
American Planning and Civic Assoc., Bellvue-Stratford Hotel,  
Exec. Sec. Harlean James, 901 Union Trust Bldg., Washington, D.C.
- Sept. 3-6 - Fredericton, New Brunswick  
Institute of Public Administration of Canada  
Exec. Secretary Frank J. McGilly, 33 Isabella St., Toronto, Ont.
- Sept. 21-24 - Toronto, Ontario.  
Community Planning Association of Canada. Annual Convention, King Edward  
Hotel; Toronto, Eric Beecroft, National Director, C.P.A.C., 77 MacLaren St.,  
Ottawa.
- Sept. 30 - Oct. 3 - Montreal, Quebec.  
Canadian Good Roads Association - Annual Convention. Queen Elizabeth Hotel;  
C.W. Gilchrist, Managing Director, 270 MacLaren Street, Ottawa, Ont.
- Oct. 12-15 - San Francisco, California.  
N.A.H.R.O. (National Association of Housing and Redevelopment Officials)  
Sheraton - Palace Hotel; Exec. Director, John D. Lange, 1313 East 60th St.,  
Chicago 37, Illinois.
- Oct. 12-16 - New Orleans, La.  
American Institute of Parks Executives, Jung Hotel;  
Exec. Sec. Alfred B. LaGasse, Ogelbay Park, Wheeling, West Virginia.
- Oct. 12-17 - New Orleans, La.  
American Transit Association. Roosevelt Hotel, New Orleans, La.  
Contact:- ATA, 292 Madison Ave., N.Y.C.
- Oct. 13-17 - New York City.  
American Society of Civil Engineers. National Convention, New York City,  
Contact ASCE, 29 West 39th Street, N.Y.C.
- Oct. 19-22 - Quebec City, Quebec.  
Canadian Institute on Sewage and Sanitation - Annual Convention,  
Chateau Frontenac, Quebec, Que.
- Oct. 26-30 - New York City, N.Y.  
American Institute of Planners
- Nov. 10-14 - Miami Beach  
Institute of Traffic Engineers 28th Annual Meeting, Deauville Hotel, Miami  
Beach, Florida. Contact:- ITE, 2029 "K" Street, N.W., Washington 6, D.C.
- Nov. 28 - Dec. 5, 1958 - San Francisco.  
American Association of State Highway Officials. Annual Meeting, Sheraton-  
Palace Hotel, San Francisco, California. Contact:- AASHO, National Press  
Building, Washington 4, D.C.



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SCHOOLS AND PLANNING

In a growing community, school authorities are continually confronted with the problems of where, when and how additional school facilities are to be provided.

Should new rooms be added to existing buildings? Should a new school be built in a relatively undeveloped area? Should a site be reserved in a proposed plan of subdivision? Should a school that is obsolete be re-built on its present site or in a new location?

Such are some of the questions which local educational authorities must decide.

Even with the care and thought that is normally given to site selection and the provision of school facilities, mistakes are sometimes made because of limited information concerning the probable future growth and development of the community.

Over-crowded classrooms, and, at the other extreme, rooms that are empty or not fully used; excessive land acquisition costs; under-sized "postage stamp" playgrounds; protracted use of temporary facilities; elementary schools situated next to busy traffic arteries; schools too close to industry; schools too far from homes in areas that have not developed as it was assumed they would -- these are among the possible and usually costly consequences of decisions based on inadequate information concerning community growth and change.

. . . School Planning

Today in Ontario most school boards are aware of the need to plan for school accommodation and are engaged in some form of planning program. In those communities where there are active and adequately staffed planning boards, there is also an increasing awareness of the benefits to be obtained from close liaison between school and planning boards. An active planning board will have available a large fund of information about the past and probable future growth and distribution of population in the planning area. Such information should prove valuable to school authorities engaged in both short and long-term planning for the development of the school system.

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ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

In some communities, where growth has been especially rapid and extensive, school authorities have found it necessary to engage professional help to undertake population research and other school planning tasks, or to assign administrative staff specifically to this type of work.

A summary of factors to be considered in a comprehensive school planning program is presented in a paper by Dr. Gerald F. Ridge, re-printed as a supplement to this issue of ONTARIO PLANNING. Dr. Ridge is supervisor of the Population Statistics Department of the North York Board of Education.

In his article, Dr. Ridge emphasizes the need for close co-operation between school boards, planning boards and councils. He draws attention to the importance of official plans and zoning by-laws as means of reducing guesswork and the possibility of costly mistakes on the part of those responsible for planning schools. In those municipalities which have official plans, and where the school board has developed plans for future school sites, he recommends incorporation of the school plan into the official plan, thus providing a more comprehensive community plan to which all public and private agencies concerned with development may refer.

#### . . . Schools and the Official Plan

Estimates of future school requirements, as well as information concerning existing school enrolment and facilities, are now contained in the maps and texts of the official plans of a number of Ontario municipalities. At present, future school needs tend to be expressed mainly in the form of statistical estimates of anticipated school population, site acreage and travel distance standards, and, less frequently, the number of classrooms expected to be needed. In most cases, proposed sites are not indicated and projected school requirements refer to areas proposed for development, rather than to specifically designated school sites.

An interesting and comparatively recent exception to this practice is an elementary public school location plan approved in 1957 as an amendment to the Oshawa official plan. The plan was formulated by the Oshawa Planning Board in conjunction with the local Board of Education. It recognizes the need for greatly expanded school facilities over the next 25 years and, in common with other segments of the official plan, is based on population estimates covering this period. The amendment designates desirable locations for new public school sites, some of which have already been acquired; establishes approximate boundaries for new school districts; develops classroom requirements within these new districts based on the population forecast; and provides for adjustment of boundaries of existing school districts to accommodate population shifts.

In addition to making specific recommendations as to school location, the amendment also recognizes the need for periodic re-assessment in the light of actual population growth and change.

#### . . . Changing Ratios

A reminder of the importance of re-assessing school population estimates - and, at the same time, of possibilities for co-operation between school authorities and planning boards - is contained in a report on enrolment ratios issued recently by the Metropolitan Toronto School Board.

# NEIGHBOURHOOD EDUCATION-RECREATION



In 1944, shortly after its formation, the Metropolitan School Board adopted certain ratios, based on information then available, for use in considering building proposals submitted for approval by the Boards of Education of the various Metropolitan municipalities. For elementary schools, the ratios were .5 pupils per home or 13.5 per cent of the total population; and, for secondary schools, 3 per cent of the total population.

Subsequently, however, particularly in the rapidly growing suburban townships, it became apparent that the actual ratios were considerably higher, presumably because of the rising birth rate and the concentration of young families in new developments.

A study conducted by a committee, which included a member of the Metropolitan Toronto Planning Board staff, revealed that in some areas the elementary pupil-home ratio was .75 or higher, with the ratio of elementary pupils to total population ranging up to 20 per cent or more. Similarly, recent figures placed the ratio of secondary school enrolment to total population at 5 per cent or more.

In the opinion of the committee, past experience suggested that over a long term period ratios would tend eventually to level off at the previously adopted figures. However, it was concluded that the higher ratios would obtain long enough to justify construction of permanent accommodation serving more than .5 pupils per home. Accordingly, the report recommended a ceiling of .75 public elementary pupils per home on a dwelling unit basis, subject to annual review; or, where it was more convenient to support a school building application with data based on enrolment and total population, a maximum ratio of 20 per cent. Similarly, an increase in the ratio for approval of secondary school construction from 3 to 4 per cent appeared reasonable.

Further to these recommendations, the report emphasized the necessity for continuing analysis of enrolment ratios in the light of current developments, including the trend to multiple housing construction.

### . . . Schools and parks

An interesting example of co-operation between planning board, school, park and recreational authorities is furnished in a recent proposal for a combined school and neighborhood recreational centre in the Town of Burlington.

The proposal, which has been agreed to on an experimental basis by these various local agencies, calls for the addition of some five acres to the normal four or five-acre school site when the next elementary school is built. A model prepared by the planning board and parks committee staff shows a nine-acre site accommodating the following facilities in addition to the school building: playing fields, paved areas for skipping etc., a tot lot for young children, a skating rink, tennis courts, a swimming pool and changing house and a picnic and quiet area. The school would provide space for art classes, crafts, dances etc. The type of centre proposed would serve a neighborhood of about 3,000. The proposal is linked with plans for consolidation and utilization of land obtained for public purposes when subdivision plans are approved pursuant to the provision of Section 26 of The Planning Act.

Among advantages generally cited in support of such a combined approach are the economies in eliminating duplication of services and facilities and the social gain of creating a neighborhood centre serving both children and adults.

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PLANNING SCHOOL AREAS

A paper presented at the Ontario Association of School Business Officials' Conference, Niagara Falls, Ontario, January 24, 1958, by Dr. Gerald F. Ridge, Supervisor, Population Research, North York Board of Education.

To-day approximately 5,622,000 of Canada's 16,589,000 people live in the Province of Ontario. In addition to having about one-third of the population of Canada this Province has been the most rapidly growing area in Canada with a population increase of 20% for the ten years 1941 to 1951 and 18% in the last six years. With an average annual increase of approximately 3%, Ontario's rate of population growth has exceeded that of the rest of Canada and has been nearly double that of the United States. It is conservatively estimated that Ontario's population will continue to increase at much the same rate so that it will exceed 6.5 million by 1965 and 8.2 million by 1975.

How do these astronomical population increases affect education? Well, in the same ten year period 1941 to 1951, the number of pre-school aged children increased 73% and the elementary and secondary school aged children 8%. In the period since 1951 the number of pre-school aged children have increased 22% and the elementary and secondary school aged children 28%, so that to-day approximately 2,000,000 children or 35% of the total population of this Province are the concern of those school officials delegated with the responsibility of planning for new school accommodation.

. . . Planning is a necessity

Planning for the school sites and schools to accommodate these children, and for the necessary finances, is obligatory if costly errors are to be avoided in developing an educational system to cope with this steadily increasing school-aged population. A comprehensive planning program based on a careful evaluation of present and future educational requirements, in conjunction with the local and provincial planning authorities and geared to the capital budget, offers the economic advantage of acquiring desirable acreages for future schools in advance of immediate needs and the opportunity to determine optimum school sizes and service areas.

Today, most school authorities are engaging to a limited degree in some form of physical planning program. In some cases professionals are engaged by the local school board to develop a long-range plan, but in most cases the business administrator or the school superintendent, who, though professionally untrained in the field of planning, has been able to deal with the situation and formulate a short-term program when his administrative duties permitted.

. . . Planning requires research

Because of its extensiveness, the planning of school locations, sizes and service areas requires exacting and time-consuming research. Correctly carried out this research employs or consults population and housing data, existing land use, official plans and zoning by-laws, proposed plans of subdivision, transportation and major street plans and such other tools as maps and aerial photographs, all of which give direction to the possible future municipal development and desirable school environment. In addition, close liaison must be maintained with municipal, regional and provincial planning authorities as well as with subdividers, planning consultants, builders, real estate agents and the many other agencies of development such as the Central Mortgage and Housing Corporation so that all forms of physical development can be related and included in the school planning program.

It is now my intention to deal with each of the foregoing types of required data which when synthesized and related to the capital budget will lead to a comprehensive school planning program.

. . . Population and housing

Five and ten-year periods are the most convenient for school planning because census and other relative data are readily available for these periods. A comprehensive plan is usually designed for a period of ten years, except in stable municipalities where predictions beyond ten years can be used with caution, and in rapidly developing municipalities where the five-year interval is more realistic. Since the plan must be closely linked with the annual capital budget, every plan should be checked and modified annually, in the light of newly developed data.

Two readily available and major sources of population data are the Federal Census and the local municipal assessment rolls. Both of these sources of information contain considerable detail as to the number, ages, and location of both pre-school and school aged children. These data become all the more significant when compared with those of previous enumeration years. Thus, by a comparison of figures, population trends showing increases or decreases can be plotted for any particular school area or for the municipality as a whole.

Another factor that enters into any calculation is the survival rate or the number of children still in school who survive from the same group of children enumerated at an earlier period. This survival rate, which reflects deaths, in- and out-migration and changes from private to public schools or vice versa, can be readily calculated from enrolment figures kept by the local school authority.

An estimation of total enrolments for any time beyond five years requires estimates of future birth rates. Birth rate information for the municipality as a whole is generally available from the local board of health. It is the usual practice to use a birth rate figure which might be expected to occur under normal conditions, rather than a rate which was established near the end and immediately after the Second World War.

In rapidly developing suburban areas the effect of both in- and out-migration upon enrolments must be carefully considered. Since migration data are closely related to the economic base of the municipality the pattern of migration is often very elusive and requires extensive examination of the employment, capital investment and economic trends of the area. Probably the quickest but not necessarily the most accurate method of determining in- and out-migration is through contact with employment offices, utility and telephone offices, post office, moving companies and realtors. To a large extent, in-migration depends on the construction of new dwelling units. Sources of information on dwelling construction include the municipal permit or building department, the Central Mortgage and Housing Corporation research department, local builders and subdividers.

. . . Other factors

Three other factors which warrant consideration in any enrolment projection include ethnic characteristics, separate school locations and school retention rates. Where a municipality or school area contains a significant percentage of immigrant families consideration should be given to the fact that these families tend to have more children than do native-born.

The location of present and future separate schools will influence to a considerable degree the Roman Catholic population of any residential area. The construction of a separate school in a once predominantly Protestant area will be reflected in a decrease in enrolments at the public elementary level. Where separate school boards do not operate high schools, any estimates of future public secondary school enrolments must allow for this fact. School retention rates which have been on the increase for over a decade must be considered in the light of the economic prosperity of the day and the future.

Most municipalities are composed of numerous neighbourhoods some of which are characteristic of newer residential problem areas. A field research method of investigating many of the foregoing population factors is the neighbourhood survey based on a well devised questionnaire. Time and staff permitting the door-to-door survey of characteristic neighbourhoods can provide a wealth of data relative to family size, income and type of dwelling unit, number of pre-school and school aged children, proportion of public, private or separate school supporters, ethnic characteristics and their influence and information relative to the many other social facets of a neighbourhood.

A certain relationship will be found to exist between the cost of the dwelling, the number of bedrooms, the family composition and the number of pre-school and school aged children. The survey will reveal the exact proportion of families who are separate and private school supporters as well as the general stability of the neighbourhood. In addition, an alert interviewer should be able to observe other factors which should be taken into account but which cannot readily be reduced to calculable units such as the tendency toward double occupancy of dwellings.

This data obtained from existing characteristic neighbourhoods can be used in the planning for new school accommodation and more especially when considering school sizes, optimum and maximum enrolments, required portable accommodation for peak load periods and school attendance areas in new residential areas of the municipality.

. . . Land use, official plans and zoning by-laws

School planning must recognize existing land uses, official plans and zoning bylaws since these are the most accurate guides to future areas of residential development. Existing land uses are indicative of possible future uses in the form of extensions, this being the only available guide to possible future development where the municipality does not have an official plan. Where an official plan has been adopted by the local municipality, any guesswork on the part of the school planner as to future land uses has been removed for the official plan designates future residential, industrial and commercial areas. Where zoning by-laws based on the official plan are operative, all residential zones of the municipality are designated for single-family dwellings, multiple-family dwellings or apartment developments. In addition the proposed industrial and commercial zones are designated for certain operations permissible under the zoning by-law. Thus a school planner in a municipality with an operative zoning by-law can plan for future school locations on a sounder basis than can one where existing land use is the only guide to possible future residential developments.

Where official plans and zoning by-laws are in force it is an absolute necessity that the local school authority receive notification of all changes of zoning and more especially where the zoning change will directly affect the future enrolment of an existing school or the location of any proposed school. Where the school authority is directly affected the opportunity to express approval or disapproval of the proposed rezoning should be given by the local planning board or council. Careful consideration must be given to all proposed rezonings and other major changes in the use of land in order that the location of future schools and enrolments of existing schools are not appreciably affected without due notification and the opportunity for the local school board to revise its school plan accordingly. All of the above, of course, depends on the degree of co-operation existing between the school authority and the local planning board or council, the importance of which cannot be over-emphasized.

If the municipality has an official plan and the school board a general master plan of future school locations or even some general ideas as to where future school sites might be located I would recommend that the school plan be incorporated into the official plan of the municipality so that the requirements of the school authority are always before the municipal and provincial planning departments.

. . . Subdivision plans

The effect on school enrolments of large subdivision developments and the necessity of locating elementary schools as the focal point of neighbourhood development requires that all plans of subdivision be submitted for consideration and record to the school authority concerned.

Whether it be by arrangement with the local planning authority or the Provincial Departments of Education or Planning and Development, all proposed plans of subdivision should be considered by the school authority in order that all areas of possible development are recognized well in advance of any construction and in order that any site requirements can be designated, for unless the site selection and purchase are well in advance of the bulldozer, the opportunity to obtain sufficient lands may be permanently lost.

Upon receipt of a proposed subdivision plan some record should be made of the more pertinent data such as the proposed number of dwelling units and the location of the plan relative to other proposed plans or existing development. This record can be in the form of a map or a card index system or a combination of both. Additional data should be obtained from the subdivider on the following points:-

- When will the plan be registered?
- When will construction of dwelling units commence?
- When will the first occupancies occur?
- What type of dwelling units will be constructed?
- How many bedrooms will be in each unit?
- What will be the selling price?
- Will there be income restrictions placed on the purchasers?
- If apartments are planned will children be allowed?
- What other restrictions, if any, will be placed on the purchaser or inhabitant?

This information may not be readily available at the time of submission of the plan but arrangements can be made for receiving such data at a later date as well as any revisions to the original data.

A check on the subdividers intentions at the local municipal planning and engineering offices can substantiate the validity of his proposals and timing or can, as is more often the case, reveal the fact that his subdivision is slightly premature due to the lack of adequate trunk sewers or water-mains to service the proposed development. Many many obstacles usually crop up to prevent the subdivider from carrying out his plan as originally conceived, so that close liaison must be maintained between the school authority, the subdivider and the municipal departments if up-to-date information on residential developments is to be part of the school planning process. Municipal planners and subdividers are becoming more aware of the fact that a physical plan for a municipality is incomplete unless it includes adequate provision for the facilities to meet the educational needs of the area.

If a school site has not already been acquired which will eventually serve the proposed plan then immediate consideration should be given to obtaining the necessary site either within the plan presently under study or in an adjoining plan or unsubdivided area. It is essential at this point of consideration, that existing development, all proposed subdivision plans and the official plan be related and interpreted in consultation will all

the planning authorities concerned in order that the neighbourhoods can be defined and the elementary schools so located as to be at the focal point of their service areas. In contrast, a junior or senior high school designed to serve several neighbourhoods should be located between residential neighbourhoods.

### . . . Neighbourhood considerations

Neighbourhoods are generally delimited by such barriers as railway lines, heavily travelled thoroughfares, rivers, drainageways or gullies, excessive steep slopes, industrial areas, cemeteries, large institutional holdings and the like. The radius of the neighbourhood should be no greater than three-quarters of a mile, the walking distance generally considered maximum for elementary school pupils. The population of the neighbourhood should be in the vicinity of 3,000 persons because that number will support an elementary school composed of 12 grade classrooms and kindergarten, generally considered as being the most educationally desirable. Several adjoining neighbourhoods will support a junior high school of 800 students and still larger areas a secondary school of 1,200 students.

The specific site, whether it be for elementary, junior high or senior high purposes should in itself be suitable for the purpose to which it is to be put. In size, the site should be adequate for the plant to be erected, including possible additions, plus allowances for set-backs, landscaping, adequate playground and off-street parking, over and above that required for the staff in the case of secondary schools. Excess property can easily be disposed of at a later date if not required but it is frequently impossible to acquire additional property once the neighbourhood is built up and often not financially feasible. Public school sites will vary in acreage depending upon the ultimate size of the school building and the local school board policy. However, in general, a school designed for a stable enrolment of approximately 500 pupils should be located on five acres of land. Smaller schools will require less acreage but never less than four, while one acre for every 200 pupils over 500 is generally regarded as adequate. Junior high schools of around 800 pupils require 10 acres and senior high schools of 1,200 students 15 acres so that athletic activities will not overlap on the playing field.

A corner lot is more impressive than middle of the block or rear yard locations. Schools and parks should be located on adjoining lands, if possible, for the open space thus provided constitutes a very desirable situation. The site should have adequate frontage of approximately 300 feet on a residential street and should if at all possible be accessible from all sections of the neighbourhood along park paths or residential streets where there is a minimum of traffic. In neighbourhoods where cul-de-sacs and crescents form the predominant street pattern it is often necessary to have direct walkways to the site so as to eliminate unnecessary distances for the younger children.

Special precautions should be taken before the final site purchase to ascertain the stability of the soil, possible flooding and natural drainage, the availability of storm and sanitary sewer facilities and water supply.

Once the school site has been located and the neighbourhood area delimited, the ultimate population and probable school enrolments can be estimated by applying the data obtained from the neighbourhood surveys to the information obtained from the subdividers as to type of housing to be constructed. The end objective of this sort of analysis for the municipality as a whole is an estimate of the number of pupils who will require accommodation not for the next couple of years but for the next fifty years in the elementary, junior high and secondary schools of the municipality.

. . . Transportation and major street plans

When schools are located without regard to existing and future traffic arteries, danger to children results as well as inconvenience to motorists. All municipal and provincial planning authorities and public transportation companies should be consulted on plans for traffic arteries, widening of existing streets, future expressways and future routes of public transportation, in order that all such plans may be incorporated into the thinking of the school planner.

Properly designed neighbourhoods with the elementary school at the centre will exclude any traffic not specifically having a destination within the area. This greatly decreases traffic along residential streets and increases the element of safety for small children.

A factor to be considered in the location of a secondary school, and in some respects of a junior high school, is one of public transportation. A secondary school should not be located on a main traffic artery where public transportation is available since such a location is subject to continuous traffic movements and its attendant noises. Rather, the school should be located within a block or two of an artery where public transportation is available, or will eventually be available, since students of these grades may often desire to make use of public conveyances.

The simple construction of a highway adjacent to an old or new school may make it difficult for children to attend and may even bring about a change in land use or divert to another area the development of the neighbourhood which the school was designed to serve. Our own Queen Elizabeth Way is a prime example of the dislocation of school service areas and the great implications such a road can have on adjoining land uses.

School planning and its comprehensive physical plan for an educational system is thus inseparable from all the other types of community planning. This important relationship between school and community development extends into the realm of financing so that the inevitable conclusion seems to be that if planning for schools is inseparable from other elements of community planning then a closer working arrangement must be worked out between the school authority and the local municipal authority if the school boards are not to be placed in the position of the farm idiot who spends his time chasing the hen in order to catch her egg wherever she may choose to lay it.



THE COMMITTEE OF ADJUSTMENT: ZONING AND LAND VALUES

A talk given before District Twelve,  
Association of Assessing Officers of Ontario,  
April 8, 1958.

by

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for Toronto Township



You will be more or less familiar with the role of the Committee of Adjustment, depending upon how advanced your municipality is in its planning techniques. Perhaps it will not be wasted time, however, if I take a moment now to review some of the highlights.

• • • Purpose of the Committee

To put it very generally, the purpose of a Committee of Adjustment is to grant relief from the unexpected hardships of a zoning by-law. Like any generalization, this one is inaccurate and misleading and requires qualification.

First of all, a committee cannot grant relief from just any zoning by-law. The authority of a committee is limited to relief from the rigours of a by-law that implements an official plan. While the committee cannot relieve from all zoning by-laws, it can relieve from other kinds of by-laws, so long as they implement an official plan. Practically speaking, however, no other kind of by-law comes before the committee. This limitation of the jurisdiction of the committee to a by-law that implements an official plan is most important, because it forces the committee to have regard to two documents, the zoning by-law and the official plan.

I should like to be able to say that having regard to the official plan is of great practical assistance to the committee, but I regret to say that official plans, as they are presently written, are of almost no value to a committee at all. This sad state of affairs may some day be changed, and I hope you, as assessors, will take an increasing interest in community planning and add yours to the still small voices that are now urging more articulate plans. A good official plan would, I think, contain first, a statement of the kind of community that is being attempted, with as specific an image as it is possible to create. It should then deal in some detail with the foreseeable problems that have to be overcome to achieve the goal described, and the principles that will be applied in overcoming the problem and achieving the goal.

Next, what precisely can a committee do by way of relieving against hardship? It cannot relieve against just any hardship. Its jurisdiction is really quite limited because the prevailing political philosophy in Ontario today is that as far as possible the by-law should state the limits of restriction on land use and any change should be made by the council by way of amendment, rather than by any delegated body which is not responsible directly to the electorate.

. . . Variance must be "desirable" as well as "minor"

The committee can grant a "minor variance" from the terms of the by-law respecting the "land, building or structure or the use thereof". It is all too frequently assumed that this is all that s. 18(1) of The Planning Act, 1955 says about the committee's jurisdiction, and many people, too many people, think that if what they ask for is a minor variance, the committee must give it to them.

But if the whole of s. 18(1) is read, it will be seen that the committee is under a much more limited duty. It must form the opinion, reasonably, that the requested relief is "desirable for the appropriate development or use of the land, building or structure" and it must also form the opinion that "the general intent and purpose of the by-law and of the official plan is maintained".

The real task of the committee lies in deciding whether the proposal is desirable. To decide this the committee must have some notion of what constitutes appropriate development. I think that the theory of The Act is that the committee will be able to learn about appropriate development from the official plan, but the plan is usually not very helpful and the committee has to work out its ideas from other sources. One of these sources is the assessment department.

. . . Extension or enlargement of non-conforming uses

Another common, but erroneous, assumption is that the committee's jurisdiction is limited to a minor variance. Far from it. One of its most commonly invoked powers is to permit an extension or enlargement or a non-conforming building, or its conversion to a different but similar use. A non-conforming building is one that was lawfully used, on the day the zoning by-law was passed, for a purpose prohibited by the by-law. This is perhaps the committee's most difficult task, because no helpful philosophy has yet been worked out to explain what the purpose of a by-law is when it prohibits an existing use of land. Power exists in councils to purchase such a building, but it is usually economically or politically impossible to do so. Yet the Municipal Act does not authorize a council to prohibit such an existing use. It can only prohibit such uses from commencing in that zone in the future. The exercise of this jurisdiction, I may say, is another place where the assessor can be of great help to the committee.

The committee cannot only enlarge a building, it can permit land or a building to be used for a slightly different purpose. An odd interpretation of this power produces this result. The committee can permit a different use of an existing building, and it can permit a different use of land, but it cannot permit a different use of land if that use involves erecting a new building. For example, the committee can permit the enlargement of a house in a commercial zone where houses are prohibited, by the addition of a breezeway and attached garage. But the committee could not permit the garage to be built in exactly the same spot but without the attaching breezeway, even though the applicant may prove that he has been using the land where the garage is to be built for several years as a parking space for his car.

It is important to notice here that while the variance we described earlier had to be "minor", the enlargement is limited only by "the limits of the land owned and used in connection" with the building by the applicant on the day the by-law was passed. We need not concern ourselves with the difficult question whether the enlargement is minor.

A second limitation does exist, although it is not spelled out in the Act. Section 18(2)(a) does not require the committee to form the opinion that the requested enlargement or similar use is "desirable" for "appropriate development", but nevertheless the committee is likely to ask that question anyway. Its consent cannot be taken for granted.

#### • • • Extension beyond zone boundaries

A rather similar power is given to the committee to "change zone boundaries" as it is sometimes, quite erroneously, put. A committee cannot change a zone boundary. But it can permit the extension of a permitted building or structure across the boundary of a zone into a zone where such a building would not be permitted. This power is also subject to the peculiar distinction between land and buildings that I just mentioned. A committee may permit the extension or enlargement into the adjoining zone, of land or of a building. (This expression "extend land" is used in the Act, but it is not a happy expression.) But it cannot, apparently, allow the extended land to be used for a building. So, a committee could permit a service station, erected on the edge of a commercial zone, to extend its building into the adjoining residential zone, or to extend its parking area into that zone, but it could not permit a pump island (a structure) to be erected in the extended parking area. Debate is still heard, from time to time, whether the committee could properly allow a building to be commenced in a commercial zone and then be extended, according to its original blue prints, into the residential zone. That is, to build half in and half out of the zone where the building is permitted. I believe the committee is authorized to do this, and my committee has in fact done it. While the committee in this kind of case is not limited to a "minor" extension, it is limited to an extension that is, in its opinion, "in keeping with the general intent and purpose of the by-law and of the official plan". As is usually the case, it may be impossible to tell from the by-law or plan what the general intent and purpose is. Here again the assessor can be of great assistance to the committee,

not of course, in guessing at the general intent and purpose, but in helping with advice on land values, a useful guide in the absence of help from the official plan or by-law.

A final power in the committee remains to be mentioned. Sometimes a by-law uses rather general terms. I am currently working on a problem where the by-law says "The following land may be used for commercial uses including residential (living units on second floor of commercial buildings) subject to 50% of the area of each parcel being allocated for off the street parking". When the building inspector is confronted with a building permit application, he has to say what he thinks are "commercial uses". The applicant may disagree with him. If so, he has two courses of action. The first, and rather expensive one, is to apply to the Supreme Court of Ontario for a mandamus, an order commanding the building inspector to issue the permit. The judge will grant the mandamus order if he thinks "commercial uses" includes what the applicant wanted to do. A cheaper and simpler course of action is to apply to the committee, who may permit the use of land or of any building or structure, for any purpose which the committee thinks "conforms" with the uses permitted in the by-law.

This power of the committee may be somewhat wider than that of the court on an application for mandamus. The court can merely "interpret" the by-law. The committee may be able to go beyond the by-law's literal terms so long as it considers that the proposed use "conforms". I think this power enables the committee to permit the erection of a building if it is to be used for a purpose which conforms. Nevertheless I have to express some doubts because clause (c) of s. 18(2) only authorizes the committee to "permit the use of any land, building or structure". It does not expressly authorize the committee to permit the erection of any building or structure, and a strict ruling might limit the committee to buildings or structures in existence when the application is made, although a reference to "any building" could include a building yet unbuilt; but the Act still only refers to the "use", not the "erection" of it.

We sometimes hear it said that the committee has authority to "clarify" or to "interpret" the by-law. The committee has no such general power at all. Its only power is to permit a specific use when it believes that that specific use conforms with general language in the by-law. A power to interpret or clarify that is so limited would not be considered by a lawyer to be much of a power to interpret. To him, specific words may cause as much, if not more, trouble, than general ones, but the Act only permits the committee to deal with general terms.

So much for the committee's jurisdiction. I shall show you how the assessor can help in the exercise of this jurisdiction in a minute. First I want to show you a very important way in which the assessor can help the committee procedurally, rather than on the merits of the application.

Neither the assessor nor anyone else can help the committee unless he knows what the committee is trying to do. So we come to the problem of notice.

. . . Notice of Hearing

The Planning Act, 1955 very sensibly requires the committee to hold a public hearing at which any person may oppose or support the applicant's proposal. But if no one knows about the hearing, no one can oppose or support the proposal. The Planning Act, 1955, very sensibly, therefore, requires the committee to give notice of the hearing "in such manner and to such persons as the committee deems proper".

I think this notice can be regarded from two aspects. Internally, as it were, the committee ought to have the assistance of three or four municipal agencies. First and foremost, it should consult the planning director. Second it should consult the zoning administrator, third, the assessment department, and fourth, the engineer. I have found the help of these departments indispensable. And of course each department must be told what the application is all about before it can help.

The second aspect of notice is of the public side of the matter. A committee is concerned to some extent with "what will the neighbours say?". By law, the neighbours are entitled to be heard, but, to ask a famous old biblical question: "Who is my neighbour?". I am afraid the answer cannot be found in the parable of the good Samaritan. Yet the question is frequently a most troublesome one for the committee, and one which the assessment department is peculiarly able to help with.

Experience has shown us that 90% of the objections of neighbours can be grouped into one of two classes. Either they say "the by-law ought to be enforced", which I think is entirely meaningless, or else they say "if this variance is granted it will depreciate my property". Since this second objection is so frequently taken, it would seem to be a good test for identifying "neighbours". In short, for our purposes, anyone whose property would be depreciated by our approval, is a neighbour. We have to go one step further, we have to select those persons who might reasonably feel that their property would be depreciated, and we must notify them in case they want to object. It is remarkable that once an objector has had his day in court, and his attempt at reasoning out his objection has been met by the committee's attempt at reasoning out an answer, he feels that he has had his say and he is usually sportsman enough to accept it. And if he doesn't, he does have a right of appeal to the Ontario Municipal Board.

. . . How Assessor can Assist

Now obviously this is a key point at which the assessor can be of great help to the committee. You can tell us from your records and from your intimate knowledge of the area and its property values the names and addresses of assessed persons likely to think their property will be adversely affected.

As a rule of thumb most committees accept the Minister of Planning and Development's suggestion that notice should go to every assessed owner within a limit of 200 feet (not counting street widths) of the applicant's property.

The validity of this test depends to a good extent upon the density of development. If the area is built up on 50 foot frontages, a radius of 200 feet from the boundary of the applicant's land would include a large number of people. More sparse development, on the other hand, might result in fewer people, although because of the absence of buildings separating them from the applicant's land, people farther away than 200 feet might quite reasonably consider themselves adversely affected. Let me give you two examples.

You may have read in the Toronto papers about -----'s attempt to get land rezoned for a shopping centre. The Municipal Board and the Toronto Township Council applied the 200-foot test, with the interesting result that the owners of the subdivision of which the shopping centre was later to form a closely related part, was one of about three owners within 200 feet. The people who considered themselves most vitally affected were the existing shop owners over a mile away. They heard of the by-law only a few days before the scheduled Municipal Board hearing. Fortunately, they were able to persuade the Board to postpone its hearing until they could prepare their case. Incidentally, this question of preparation and the time it takes has to be considered by a committee of adjustment too, and sometimes postponement is in order for the same reason.

A second example occurred recently with my committee. An applicant wanted to scrape a few hundred thousand tons of valuable sand from the height of land on his property. It was a reasonable request, because, as the land stood, it would be most difficult to divide it up into the size of lots considered appropriate under the by-law. We gave notice to all ratepayers within a range of 200 feet of the intended operation. I say all, but we neglected to give notice to the golf club across the street allowance, a total of 66 feet away, if you include the street width in establishing the 200 foot radius. The club proprietors have not objected, but a resident 500 feet from the operation has. We do not think he has a legitimate concern because his complaint arises out of the trucking past his house. He can hardly object to the trucking because it is a quite legitimate and proper use of a public highway, and we think in the circumstances of the case the sand removal operation is also legitimate. We considered the objections in this case too remote. So apparently, did our assessment department, for they drew the line for us.

. . . Advertisement as well as notice

In addition to a notice to the neighbours, which we send either by registered mail or ordinary mail - the latter is sometimes faster - we also advertise in a local paper that circulates in the area. How useful this is in a particular case we don't know, but we think it is a good public relations device. Another technique for notifying neighbours and strangers - one my committee has not tried although we are considering it - is to post a notice of the hearing on the nearest hydro pole to the applicant's land. That has some advantages, although how many people read notices on poles is anyone's guess.

### . . . The Committee's Decision

The Act requires the committee to give reasons for its decision and to put these reasons in writing. This is a sound requirement for three reasons. First and most important, it should force the committee to think more clearly about its case than it would if it could give oral reasons at the hearing. Second, it enables the applicant or his opposition to study the reasons carefully in case either desires to appeal to the Municipal Board. Third, it provides a record for the Municipal Board to study on the appeal, if it should be so interested.

If the Committee's decision is to serve these three purposes, it should follow, in principle, the following form. It should first identify the applicant as the owner of an identified parcel of land which is the subject of the application. Then it should state what it is the by-law prohibits that the applicant is asking for. Then it should give a clear statement of the facts of the case as found by the committee at the hearing. Then the committee should state its decision and the thought processes that led up to it. Finally, if the committee has found it desirable to attach any time limit, or any other conditions, these should be categorically stated. The Act does not limit expressly the kinds of conditions, but it seems reasonably sensible to me that the committee should not attach conditions that could not have been attached by a council acting under s. 390 of The Municipal Act (the code relating to zoning by-laws). Of course, a council trying to do what a committee does might be accused of spot zoning; but apart from that, it seems to me that the conditions should be related to the relief requested and within the scope of s. 390 of The Municipal Act.

### . . . Factors to be considered in giving reasons

Of course, it goes without saying that the only relief the committee can give is a relief from the by-law and it must be relief from some trouble or hardship created by the by-law. This simple sounding principle is far from simple in fact, however, for the most common hardship is the applicant's financial position. If he requires more land, he could always buy it, although his "neighbour", that is, the man owning the adjoining land, knowing his position, might demand a very handsome price. Nevertheless, the committee must always grapple with this question and it is very frequently a difficult one to resolve. Many American jurisdictions have held that financial hardship is irrelevant, but we still have some qualifications to that generalization.

Apart from this problem of financial hardship, it seems to me to be a sound starting point that the applicant should be entitled to do as he pleases with what is his own, unless good reasons exist for stopping him. The by-law is the first good reason, but the committee is under a duty to decide whether what the applicant wants to do is a "minor variance" and "desirable for the appropriate development" and if so, it must grant the variance. It must only be concerned about the "general intent and purpose" of the by-law, not the literal text. In deciding this question of appropriateness, the factors to be considered can be grouped under three headings: the land use factor, the design factor and the financial factor.

. . . The neighbours

You will observe that I have not included the neighbours' complaints, which I might call the political factor. This omission is deliberate, and the rejection raises a very basic point. To the extent that the neighbours' complaints are reasoned, they will fall to be considered under the preceding three factors. To the extent that they are unreasoned, or substantially emotional reactions, their relevance is only the questionable relevance of a counting of heads. But our democracy depends for its strength on its adherence to certain recognized constitutional principles, one of which is that the democratic legislative constituency is the local council, not the neighbours within a 200 foot radius. Moreover, when we are dealing with land, the personal whims or wishes of the present inhabitants must be recognized as the whims or wishes of persons who tomorrow may be dead, or moved abroad, or of a different whim or wish. But the land is still there to be enjoyed by newcomers with different whims and wishes. The committee must try to keep its analysis on an objective level, listening most willingly to objections based upon reasons relevant to the long term enjoyment of the land.

. . . Land Use, Design and Financial Factors

On the more rational side, first there is what I call the land use factor. This is particularly significant when the application is to enlarge a non-conforming building or to extend a conforming building into an adjoining zone where it is prohibited. "Compatibility of use" is a loose term, and the committee simply has to reflect a bit whether it should encourage or discourage a particular use after examining its obnoxious or objectionable qualities in relation to the uses to be found in the neighbourhood. This examination makes relevant all the existing uses and also the permitted uses that don't happen to be yet established.

Second, we study what I call the design factor, perhaps best illustrated by traffic. If the proposed use will generate more traffic, then one must consider whether the area is adequately equipped with streets to carry the extra load. This may be significant in a case where a small business (non-conforming) wants to enlarge. Or in a case when, as once we had to decide, a group of doctors practicing in their homes wanted to erect a four doctor group practice clinic. We allowed it, and one consideration was the fact that we could get the presently on street parking off the street into a properly prepared and screened parking lot. The design factor is concerned not only with these engineering questions of traffic, water supply, sewers, etc., but also with beauty. Personally I am very anxious that planning should produce a beautiful community and I encourage anyone who is attempting to improve the esthetic quality of the neighbourhood.

The third factor I call the financial factor. This is where the assessor comes into his own. There are three considerations relevant here. Most important and most general, is the proposition that the law provides no compensation to property that is injuriously affected by zoning or by committee adjustments of that zoning. The sole exception that I am aware of is federal zoning around air ports. The federal government does offer compensation.

A second consideration arises from the oft repeated claim of the neighbours that if the committee grants the requested relief it will depreciate the neighbour's property. Now property values, as you assessors know, fluctuate, and they are sensitive to changes in the environment. But the sensitivity of the neighbour is often greater than the sensitivity of the market. This is where the committee can get direct help from the assessor. We want to know what he thinks the effect of approval will be on a neighbouring property. We once allowed an old barn to be rebuilt from the second storey up, to be used in continuing non-conforming use as a factory. The neighbours complained bitterly. We were driving them to the poor house. I guess we failed in our task of communication, because a year later some of those who had complained most bitterly were most vociferous in praising what the approval had done for the neighbourhood.

To live next to a neat industry may be less obnoxious than living next to a dirty untidy barn being used for manufacturing of an uneconomic type which makes neatness an unattainable luxury. We once allowed a veterinary doctor to extend a small shed in which he had kennels into a \$35,000 small animal clinic, in a residential zone. It is said to be one of the finest clinics in Canada. If we had refused him, legally he could have moved out of his house and converted it into a dog hospital without any of the advantages of modern dog hospital architecture. Which course of action would have depreciated his neighbour's property more?

Sometimes we are asked to allow building on a 35 foot lot between two existing 35 foot lots. We know the owners of the 35 foot lots are too poor to purchase the vacant lot and share it, and share its upkeep and taxes. If land costs \$70 a front foot, that vacant land may be worth \$2500. If it is assessed at that value, despite the fact that it cannot be used to build on, it will probably shortly become the municipality's property. But if it is likely to be taken for taxes, isn't there something wrong with the tax and assessment policy that says the land is worth \$70 a foot? We come now to the third consideration under the financial policy, the danger of sterilizing land. To the extent that the land cannot be used for the zoned purpose - that is, in a residential zone, it cannot effectively be used for a house, a park, a parking area, a public playground, etc. - then it should surely be assessed as if it were valueless. If it can reasonably be put to some reasonably desirable use, should it not be so used? We have, in my committee, allowed building on a lot of 4000 square feet, because the lot would otherwise be sterilized, yet the by-law minimum in the area is 6000 square feet. No one has yet challenged our view that this is a "minor" variance. We didn't wish to sterilize the land, particularly when we are all aware that the low cost housing shortage creates Metropolitan Toronto's greatest need.

Land sterility may be illustrated by another example. Suppose a lot 180 feet deep fronting on a highway in a commercial area where the minimum depth of a lot is 200 feet, and the zone is itself 200 feet deep. And suppose the lot to the rear is in residential use, but the 20 feet of it in the commercial zone, which includes a part of the house, is non-conforming. It is silly to expect the householder to sell, it was foolish to have zoned this way in the first place, but by-law draftsmen are fascinated

by a straight line, and the result is either committee relief, council relief or sterility. What happens to this valuable commercial land which is practically very useful with a depth of 180 feet, but legally useless? Should the assessor assess it as sterile land? Should the municipality expropriate the house to the rear? Or amend the by-law? Would the amendment be discriminatory, be "spot zoning"?

Finally, let me conclude with a reference to the opposite financial effect of zoning, an effect which is often created by a committee, too, when it enlarges a non-conforming building. Consider my veterinary's clinic, for example. And consider -----'s claim to have 32 acres zoned for commercial use. Far from sterilizing that land, we have created monopolistic rights in the land owner, for he can do something his neighbours cannot. The question is: can the assessor equalize that benefit - by increasing the assessment and depriving the monopolist of some of his profits - to the benefit of the community at large? I sometimes think this is the most difficult problem in zoning. One can, by careful study, avoid most cases of sterilizing land, but how do you resolve the conflict between required commercial areas and the monopolistic right and unjust enrichment their establishment creates? This I leave with you.

---

ONTARIO DEPARTMENT OF MUNICIPAL AFFAIRS  
COMMUNITY PLANNING BRANCH

801 BAY STREET  
HON. WM. K. WARRENDER, Q.C., MINISTER  
L.R. CUMMING Q.C., DEPUTY MINISTER

TORONTO 5, ONTARIO  
A.L.S. NASH, BRANCH DIRECTOR

# TOWNSITE OF MANITOUWADGE

LAKE "A"

MANITOUWADGE LAKE

LAKE "B"

CROWN RESERVE  
NEAR SHORELINE OF LAKE A & B

LEGEND

THE CORPORATION OF THE  
IMPROVEMENT DISTRICT  
OF MANITOUWADGE

PREPARED BY: [illegible]

JULY 1904



PROPOSED LINE OF FUTURE BY PASS

C. P. R. RIGHT OF WAY LINE

1/2 MILE - WILSON

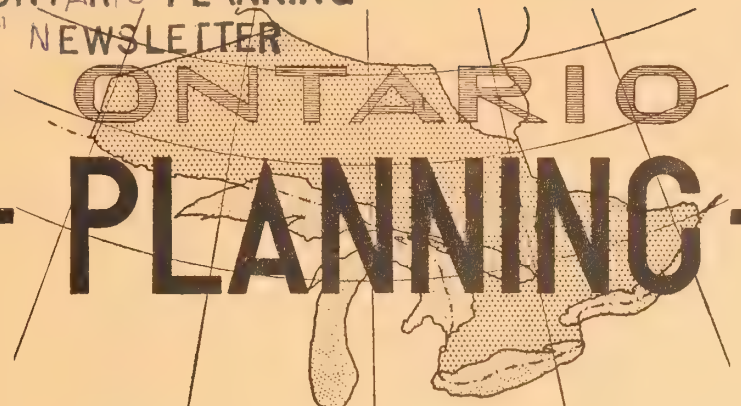
TRAFFIC SIGNAL







# ONTARIO PLANNING



October, 1958. Vol. 5, No. 8.

## SUBDIVISION DESIGN - GOOD, GRID AND GIMMICKY

Illustrated in this issue of ONTARIO PLANNING are three examples of subdivision design. Some of our readers may already have seen these drawings, which, on a much larger scale, originally formed part of a Branch exhibit at the 1958 Canadian National Exhibition. They have since been displayed at conferences in various parts of the Province, as well as in the Branch offices.

The designs, of course, are fictional, in the sense that they do not depict existing or proposed developments. Rather, their purpose is to illustrate certain desirable principles of neighborhood design, with particular emphasis on street layout and the location of neighborhood facilities.

The drawings show respectively a "planned" neighborhood, based on a carefully worked out curved street system; an "unplanned" neighborhood, resulting simply from extension of a conventional gridiron street system; and a perhaps well-meaning but confused layout based on "curves for the sake of curves".

It will be noted that the schemes provide homes for a population ranging from 4,500 in the case of the gridiron layout to 7,000 in the case of the planned scheme. While comparatively few developments have been undertaken by a single agency on a scale such as this in Ontario, many of the desirable features of the planned layout can be achieved by individual developers working in co-operation with local planning and other municipal authorities.

Here, then, are some points to be noted concerning each of the designs, followed by a comparative analysis demonstrating the advantages of the planned scheme.

### . . . Planned Scheme

Streets - The neighborhood is surrounded by major transportation routes. Interior streets are laid out in a curved pattern, fitted to the topography of the site, in such a way as to discourage through traffic and, at the same time, provide for good interior circulation and economic servicing.

COMMUNITY PLANNING BRANCH  
DEPARTMENT OF PLANNING AND DEVELOPMENT  
454 UNIVERSITY AVENUE TORONTO 1, ONTARIO

HON. W. M. NICKLE, Q.C., MINISTER  
T. A. C. TYRRELL, DEPUTY MINISTER

A. L. S. NASH, BRANCH DIRECTOR  
A. E. K. BUNNELL, CONSULTANT

Elimination of cross-intersections and the use of T-intersections reduces accident hazard. An interior collector street ensures convenient flow and distribution of traffic in the residential area. Altogether, there are only 53 intersections, compared with 91 in the gridiron plan. Access to the highway is limited and intersections with the highway are designed with grade separation - to keep through traffic moving safely and quickly.

Housing - Provision is made for various housing types - apartments, row housing and semi-detached, as well as single-family detached. This creates added social and esthetic interest and value, as well as ensuring economic use of land. Set-backs of one and two-family units are varied to create visual interest.

Neighborhood Facilities - School, community centre, park, church and shopping facilities, together with adequate parking space for these uses, are centrally located and grouped for the maximum convenience of all residents of the neighborhood.

Industry - Heavy industry is located next to the railway line and highway. Light industrial sites adjacent to the residential area are screened by open space and trees.

#### . . . Unplanned (Gridiron)

Streets - No distinction is made between streets as to their function. Each is potentially a through traffic route. A total of 91 intersections - 71 of them cross-intersections - means a high accident hazard. Unrestricted highway access impedes through highway traffic and creates further accident hazard. Acreage devoted to streets is almost double that in the planned subdivision. (See COMPARATIVE ANALYSIS). Topography of the site has been ignored and gridiron pattern over-runs natural features, such as pond and watercourse, which are preserved in the planned layout. Owing to the excessive length of streets, service costs are increased.

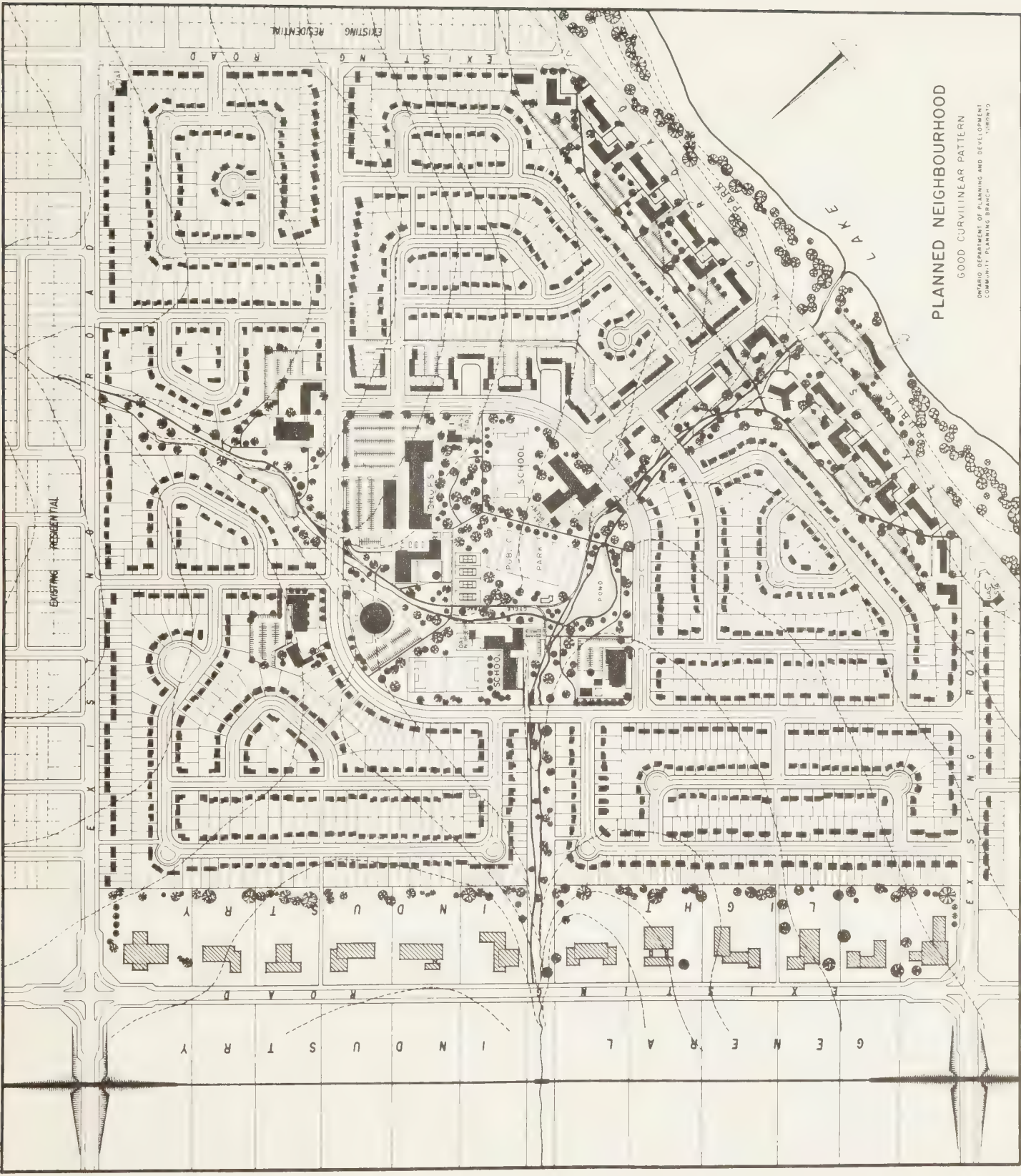
Housing - Housing is all single family and building lines are not varied, creating a monotonous effect. Some building lots are long, narrow and poorly shaped.

Neighborhood Facilities - School, church, shops and community centre are largely dispersed and off-street parking facilities are inadequate or lacking altogether.

Industry - Light industrial uses are situated within the residential area and there is no buffer between heavy industrial and residential uses.

#### . . . "Curves For The Sake Of Curves" or "Can Of Worms"

Although numerous criticisms may be made of this layout, the chief one is that the arbitrarily imposed curved street pattern creates confusion of traffic movement. No single street has a clear destination and there is no collector street serving as a logical and convenient link both within the neighborhood and to the highway.



# PLANNED NEIGHBOURHOOD

GOOD CURVILINEAR PATTERN  
ONTARIO DEPARTMENT OF PLANNING AND DEVELOPMENT  
COMMUNITY PLANNING BRANCH  
TORONTO





# "CAN OF WORMS"

BAD CURVILINEAR PATTERN

ONTARIO DEPARTMENT OF PLANNING AND DEVELOPMENT  
COMMUNITY PLANNING BRANCH  
TORONTO





# UNPLANNED NEIGHBOURHOOD

GRID IRON PATTERN  
OWNED DEPARTMENT OF PLANNING & DEVELOPMENT  
COMMUNITY PLANNING BRANCH  
TORONTO

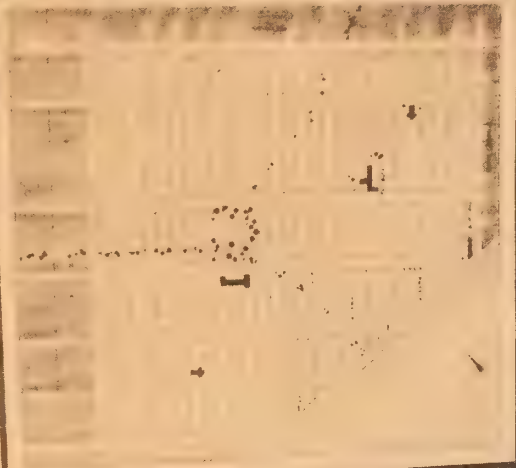


## THIS IS A SUBDIVISION...

FOR SALE ACCORDING TO  
LOCAL PROTOCOLS

- LACK OF VARIETY IN LARGE NUMBER OF CROSS-STREETS LEADS TO THROUGH TRAFFIC
- LACK OF VARIETY IN STREET WIDTHS LEADS TO THROUGH TRAFFIC
- LACK OF VARIETY IN STREET WIDTHS LEADS TO THROUGH TRAFFIC
- LACK OF VARIETY IN STREET WIDTHS LEADS TO THROUGH TRAFFIC
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- LACK OF VARIETY IN STREET WIDTHS LEADS TO THROUGH TRAFFIC
- LACK OF VARIETY IN STREET WIDTHS LEADS TO THROUGH TRAFFIC

TRAFFIC CONFLICT POINTS



## ...THIS IS A SUBDIVISION

DESIGNED AS A NEIGHBORHOOD BASED ON  
TRAFFIC PATTERN INTENDED FOR SAFETY,  
CONVENIENCE AND ECONOMY FOR FUTURE  
RESIDENTS BUT CREATING CONFUSION OF  
TRAFFIC PATTERN. NO ONE STREET HAS A CLEAR  
DIRECTION.

- THERE IS NO DISTINCTION BETWEEN MINOR  
RESIDENTIAL STREETS AND THE COLLECTOR STREET.
- MORE LAND IS USED FOR STREETS DUE TO  
THE SHORT LENGTH OF BLOCKS.
- ALL LOTS DESIGNATED FOR SINGLE FAMILY  
DWELLINGS, LACK OF VARIETY OF HOUSING TYPES.



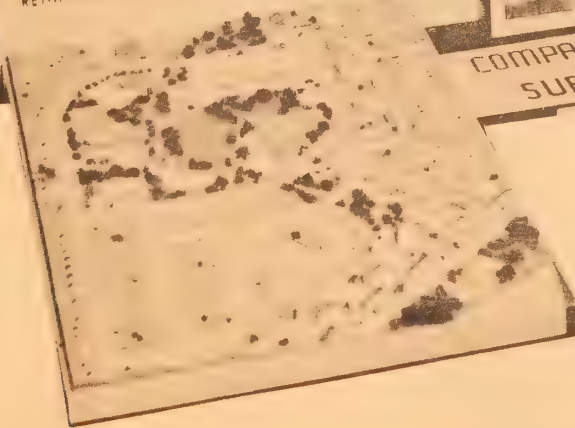
## THIS IS A SUBDIVISION...

DESIGNED AS A NEIGHBORHOOD WHICH WILL BE  
ECONOMICAL, SAFE AND CONVENIENT FOR FUTURE  
RESIDENTS.

- CENTRAL GROUPING OF NEIGHBORHOOD SHOPPING, SCHOOL  
AND COMMUNITY RECREATIONAL FACILITIES; ADEQUATE PARKING
- PROVISION FOR VARIOUS HOUSING TYPES MAKES FOR SOCIAL  
AND ESTHETIC INTEREST, ECONOMIC USE OF LAND.
- CURVED STREET PATTERN DESIGNED TO DISCOURAGE  
THROUGH TRAFFIC, PROVIDE GOOD INTERIOR CIRCULATION;  
ELIMINATE CROSS INTERSECTIONS, PERMIT ECONOMIC  
SERVICING, REDUCE ACCIDENT RATE.
- STREETS AND BUILDINGS FITTED TO THE NATURAL  
FEATURES OF THE LAND; NATURAL WATERCOURSES  
RETAINED AND MADE A PART OF THE NEIGHBORHOOD.



COMPARATIVE ANALYSIS OF  
SUBDIVISION DESIGN



COMPARATIVE ANALYSIS OF SUBDIVISION DESIGN

| <u>LAND USES</u>   | <u>UNPLANNED</u><br>(Gridiron<br>Pattern) | <u>PLANNED</u><br>(Good Cur-<br>vilinear<br>Pattern) | <u>"CAN OF WORMS"</u><br>(Bad Curvi-<br>linear<br>Pattern) |
|--|---|--|--|
| Internal Roads Length(Linear feet)                               | 60,760                                    | 38,270   | 43,578   |
| Internal Roads Area  | 95.0 Ac.                                  | 53.0 Ac.   | 66.0 Ac.   |
| Neighborhood Shopping Area                                       | 9.2 Ac.                                   | 5.7 Ac.  | 8.1 Ac.  |
| Open-Space Area  | 8.1 Ac.                                   | 27.5 Ac.   | 19.5 Ac.   |
| Community Centre Area  | 3.7 Ac.                                   | 2.8 Ac.  |  |
| Primary Schools Area   | 4.4 Ac.                                   | 10.5 Ac.   | 9.0 Ac.  |
| Churches   | 4.3 Ac.                                   | 10.0 Ac.   | 9.4 Ac.  |
| Multiple Dwellings Area  |   | 32.0 Ac.   | 23.0 Ac.   |
| Total Residential Area -<br>Excluding Roads                      | 205.3 Ac.                                 | 220.5 Ac.  | 218.0 Ac.  |
| Total Area of Subdivision  | 330.0 Ac.                                 | 330.0 Ac.  | 330.0 Ac.  |
| <u>RESIDENTIAL USES</u>  |   |  |  |
| Total Number of Residential Lots                                 | 1110 Lots                                 | 1140 Lots  | 840 Lots   |
| Multiple Dwellings Area Converted<br>Into Lots (5 Lots Per Acre) |   | 160 Lots   | 115 Lots   |
| Total Number of Lots   | 1110 Lots                                 | 1300 Lots  | 955 Lots   |
| <u>RESIDENTIAL USES</u>  |   |  |  |
| Number of Single Family Dwellings                                | 1110                                      | 912  | 840  |
| Number of Semi-Detached Dwellings                                |   | 228  |  |
| Number of Row-Housing Units                                      |   | 106  |  |
| Number of Apartment Units  |   | 675  | 650  |
| Total Number of Units  | 1110                                      | 1921   | 1490   |
| <u>POPULATION</u>  |   |  |  |
| Single Family Dwellings<br>4 Persons Per Unit                    | 4440                                      | 3648   | 3360   |
| Semi-Detached Dwellings<br>4 Persons Per Unit                    |   | 912  |  |
| Row Houses - 4 Persons Per Unit                                  |   | 424  |  |
| Apartments - 3 Persons Per Unit                                  |   | 2025   |  |
| Total Population   | 4440                                      | 7009   | 5310   |

| <u>DENSITY</u>  | <u>UNPLANNED</u><br>(Gridiron<br>Pattern) | <u>PLANNED</u><br>(Good Cur-<br>vilinear<br>Pattern) | <u>"CAN OF WORMS"</u><br>(Bad Curvi-<br>linear<br>Pattern) |
|---|---|--|--|
| <u>Gross Density</u> (Total Number<br>of Dwellings Divided By<br>Total Acreage of Scheme)                               | 3.35<br>Dwellings<br>Per Acre             | 5.8<br>Dwellings<br>Per Acre                         | 4.5<br>Dwellings<br>Per Acre                               |
| <u>Net Density</u> (Total Number of<br>Dwellings or Persons Divided<br>by Total Residential Acreage<br>Including Roads) | 3.7<br>Dwellings<br>Per Acre              | 7.0<br>Dwellings<br>Per Acre                         | 5.2<br>Dwellings<br>Per Acre                               |
| Or Persons  | 17.0 Per Ac.                              | 25.5 Per Ac.   | 18.4 Per Ac.   |

#### BRANCH STAFF CHANGES

Two senior staff changes were announced recently by Mr. A.L.S. Nash, Director of the Community Planning Branch.

Named head of the Design and Drafting Group of the Branch was F.H. Deeks, succeeding R.N. Percival, who is now attached to the Official Plan Section. Mr. Deeks and Mr. Percival have both been employed with the Branch for approximately five years. Both have been extensively and responsibly associated with the planning of new townsites in Northern Ontario, under direction of the Provincial Government's administrative sub-committee on townsites.

A graduate in architecture of the University of Manitoba with a master's degree in community planning, Mr. Deeks worked in architectural offices in Winnipeg, Regina, Sault Ste. Marie, and Toronto before joining the Branch in 1954. As special projects planner, he was responsible for the detailed design and layout of the Townsite of Manitouwadge. In 1955, he was loaned for a period of two years to the Improvement District to assist in carrying out development as planned. This task involved acting as townsite manager, supervising construction work and carrying on general administrative duties until these were assumed by municipal staff. Mr. Deeks also assisted in preliminary townsite location studies at Elliot Lake. In 1958, prior to his new appointment, he was named to the Civil Defence Administrative Committee advisory to the Minister of Planning and Development and toured Canada and the United States investigating civil defence organization.

Mr. Percival, a British-trained planner who received his diploma in town and country planning from the University of Manchester, was employed for 11 years in the planning field in the United Kingdom before coming to Canada, where he joined the Community Planning Branch late in 1953. Previously, he had worked for five years with a firm of private planning and architectural consultants and later served as deputy planning officer for the Essex County Council. Since joining the Branch, Mr. Percival's main responsibilities have been in connection

with the location and detailed design and layout of the Townsite of Elliot Lake. He also assisted in the initial planning of Manitouwadge and prepared the series of "Sampletown" maps used by the Branch. The subdivision design examples illustrated in this issue of ONTARIO PLANNING, as well as the display of which they originally formed a part, were developed under Mr. Percival's direction.

#### Supplement - "THE COMMITTEE OF ADJUSTMENT"

Published as a supplement to this issue of ONTARIO PLANNING is a very lucid description of the purpose and function of a Committee of Adjustment. We recommend it to our readers as of particular interest, based as it is on the training and first-hand experience of the writer. The author is James B. Milner, professor of law at the University of Toronto, who has acted as chairman of the Committee of Adjustment for the suburban Township of Toronto since 1953, served as a member of the Township Planning Board, and gives courses in planning law to students of both law and town planning at the University.

Professor Milner's article was originally presented as a talk before the District Twelve Association of Assessing Officers of Ontario. The opinions expressed, of course, are his own.

While we hesitate to single out any one portion of Professor Milner's article for emphasis, we would draw attention to his remarks concerning the need for committees giving reasons for their decision, and, as The Planning Act requires, putting these reasons in writing. This is sometimes, perhaps, not one of the easiest tasks of a committee, but it is certainly one of the most important, if the committee is to serve its essentially democratic function.

#### SUDBURY AREA STUDY WELL UNDER WAY

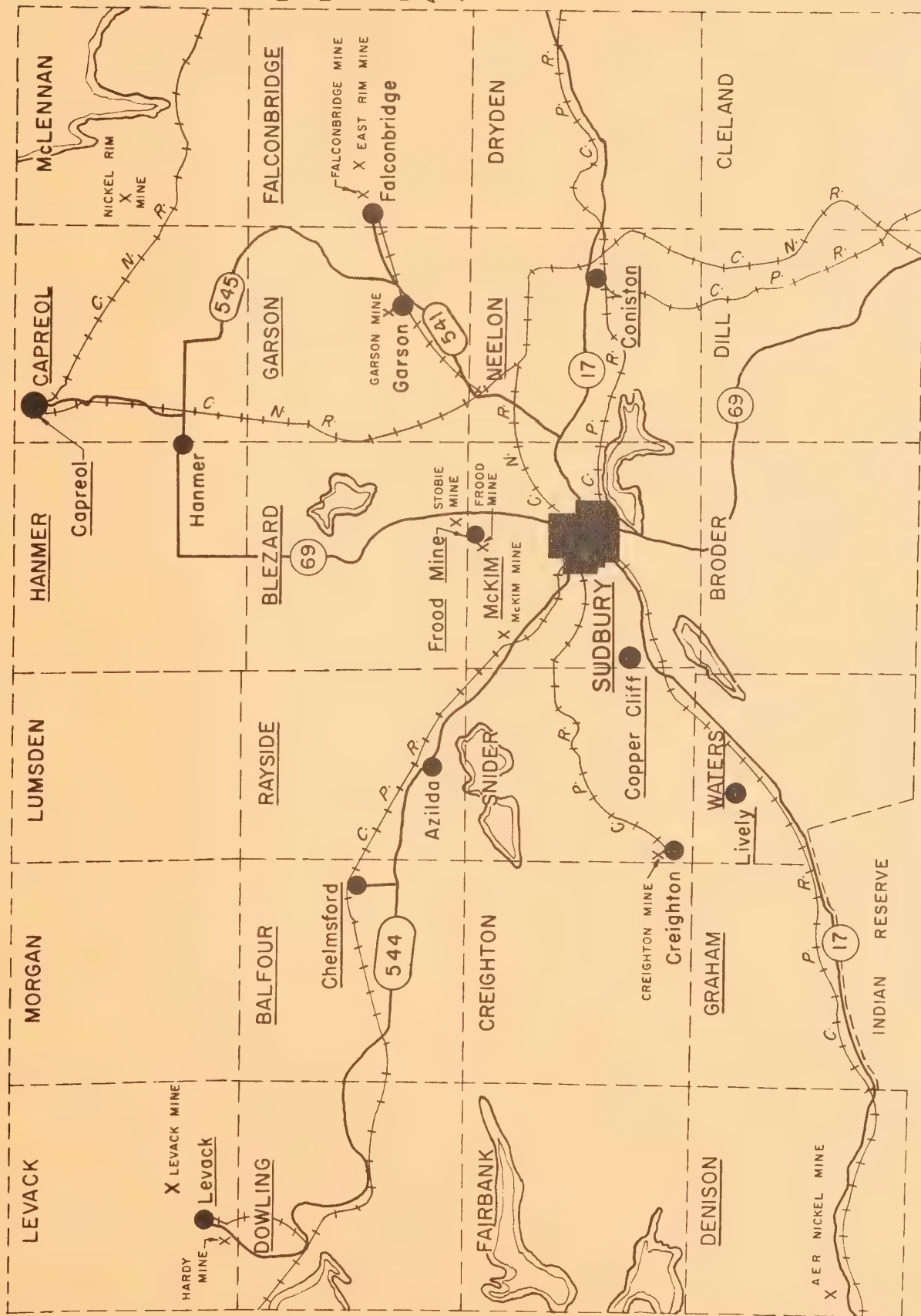
The fourth in a series of area studies to be undertaken by the Community Planning Branch during the past two years is now well under way.

Field surveys have been completed of an 850 square-mile area surrounding and including the City of Sudbury. The area includes some 24 townships and a total population of 114,000.

The study is basically similar to those which the Branch has already undertaken in the St. Lawrence, Niagara and Toronto-Hamilton Areas. Consisting of an inventory of the physical characteristics, present land uses and recent development activity in the area, it is intended to assist municipalities in formulating sound local and area planning programs and, at the same time, to provide the Branch with information helpful in carrying out its responsibilities under The Planning Act concerning the formation of planning areas, the approval of official plans and plans of subdivision, review of zoning by-laws, etc.

Underlying all the studies is the assumption that, to be effective, planning must extend beyond municipal boundaries and must take into account the inter-relatedness and interdependence of communities within an area.

# SUDBURY SURVEY AREA



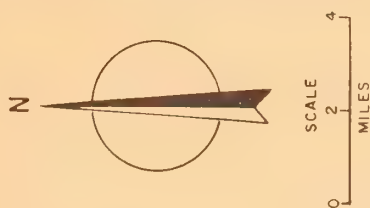
## REFERENCE

MAIN ROADS —

MAIN RAILROADS + + +

PRODUCING MINES X

INCORPORATED TOWNS  
AND ORGANIZED TOWNSHIPS  
ARE UNDERLINED



In the Sudbury area, surveys have covered most of the developed and undeveloped portions of the area within a distance of from 15 to 20 miles from the City.

The use of land and buildings has been plotted, together with information concerning subdivision plans approved in the area since 1946 by the Minister of Planning and Development.

Information has also been compiled, much of it based on local interviews, concerning retail trade areas, labour areas and other factors essential to an understanding of the broad social and economic inter-relationships within the area.

Preliminary analysis of the data collected suggests very close social and economic ties to the City of Sudbury extending throughout the whole area. A report, together with maps illustrating land use and other factors, is expected to be completed shortly and will be made available to interested agencies.

#### PLANNERS IN PROFILE

Eight years of pioneer activity in planning at both the local municipal and area board level were terminated recently when H.A. Thompson resigned as chairman of the Hamilton-Wentworth Planning Board to take up a new appointment as Civil Defence Co-ordinator for Wentworth County. A former reeve and councillor of Beverly Township, Mr. Thompson had served as advisory member for the Township on the area board since its first meeting in 1950. He was chairman of the area board from March, 1955, until his resignation October 1, 1958.

In his lengthy term of office as a Township councillor Mr. Thompson was a strong force for planning measures. Beverly Township was one of the first municipalities in the planning area to pass a subdivision control by-law and was also the first to pass a general restricted area by-law and to adopt the National Building Code in its building by-law.

During his term as chairman of the area board, sections of the Official Plan covering the Townships of Ancaster, Barton and Saltfleet and the Towns of Dundas and Stoney Creek were completed. Six of the nine municipalities have passed subdivision control by-laws and general restricted area by-laws are now in force in Beverly, Binbrook and Glanford Townships and in the Town of Stoney Creek. Restricted area by-laws covering certain areas have been passed in other municipalities included in the joint planning area, and work is proceeding on a detailed zoning by-law for Dundas and on a general zoning by-law for Barton Township.

As a member of the area planning board's subdivision committee, Mr. Thompson took a keen interest in the administration of the various subdivision control by-laws.

Mr. Thompson is succeeded as chairman of the area board by L.B. Couldrey of Dundas, who became Reeve of the Town in 1957, was appointed a Board member the same year, and has acted as chairman of the subdivision committee.

## BRIEFLY NOTED

### Planning Areas

The following planning areas have been defined by the Minister during December:- The Adjala Planning Area, consisting of the whole of the Township of Adjala, as a subsidiary planning area to the Alliston and Suburban Planning Area; The Blandford Planning Area, consisting of the whole of the Township of Blandford, as a subsidiary planning area to the Woodstock and Suburban Planning Area.

### Planning Boards - Secretary-Treasurers

The following changes for the position of secretary-treasurer were noted December:- O. Sipe (Collingwood Planning Board); D.A. McMaster (Essa Planning Board); Clare C. Green (North Gwillimbury Planning Board); John F. Raines (Port Perry Planning Board); Edgar Moon (Adjala Planning Board).

### Planning Board Members

Newly appointed members to planning boards were as follows:- (Elmvale-Flos Planning Board) Messrs. George Law (Chairman), Stanley Farlong (Vice-Chairman), Cecil Tinney, Leo McLaughlin, Percy Frankcom and Allan Fetterley; (Melancthon Planning Board) Clifford Faint (Chairman), Elwood Squirrel (Vice-Chairman), Lyall Campbell (Reeve) John Dolmer and George Jordon; (Essa Planning Board) Messrs. Victor McMaster (Chairman) James G. McCague (Vice-Chairman), Wesley Ruddick, D.A. McMaster and Reeve W.E. Peacock; (The St. Mary's Planning Board) Mayor James Timms, Russell Cushman (Chairman) George Ball, H.C. Atkinson, K. Vanexan, J.G. Bell, and Gordon Sass; (The Hope Planning Board) A.B. Schultz, R.T. Cunelly, Melville McHolm, Mac Walker, and Reeve H.V. Wilson. Mr. L.P. Couldry has been elected chairman of The Hamilton-Wentworth Planning Board. Mr. Norman Heayn has recently been elected chairman of the Port Perry Planning Board.

### Committees of Adjustment

The following changes for the position of secretary-treasurer were noted during December:- K. Johnson (Barrie Committee of Adjustment); James A. Stinson (acting Secretary-Treasurer) East Flamboro Committee of Adjustment.

## COMING EVENTS

| <u>When</u> | <u>What</u>  | <u>Where</u>                            | <u>Who</u>  |
|-------------|--|---|---|
| <u>1959</u> |  |   |   |
| Jan.5-10    | Highway Research Board Annual Meeting                  | Washington D.C., Sheraton-Park Hotel    | Exec. Dir., Fred Burggraf, 2101 Constitution Avenue, Washington, D.C.               |
| Jan.13-15   | National House Builders' Association Annual Convention | Montreal, Quebec Queen Elizabeth Hotel. | Exec. Vice Pres. J.C. Smith, N.H.B.A., Mezzanine Floor, King Edward Hotel, Toronto. |

| <u>When</u> | <u>What</u>   | <u>Where</u>                                       | <u>Who</u>  |
|-------------|---|--|---|
| Jan.19-22   | American Road<br>Builder's<br>Association<br>Annual Convention              | Dallas, Texas,<br>Memorial<br>Auditorium.          | Exec. Vice Pres. Major<br>Gen. Louis W. Prentiss,<br>600 World Centre Bldg.,<br>Washington 6, D.C.    |
| Jan.22-23   | New York Sewage &<br>Industrial Wastes<br>Association Annual<br>Convention. | New York, N.Y.<br>Park Sheraton<br>Hotel.          | Exec. Sec. R.C. Sweeney,<br>State Department of Health,<br>21 North Broadway, White<br>Plains, N.Y.   |
| Jan.28-30   | California Street &<br>Highway Conference,<br>Annual Meeting                | Berkeley, Calif.<br>Durant & Shattuc<br>Hotels.    | Exec. Sec. Bob Glenn,<br>I.T.T.E., University of<br>California, Berkeley, Calif.                      |
| April 1-4   | American Society for<br>Public Administra-<br>tion Annual<br>Convention.    | Washington, D.C.<br>Hotel Statler.                 | Asst. Dir., John P. Kieth,<br>6042 Kimbark Avenue,<br>Chicago 37, Ill.                                |
| May 10-14   | American Society of<br>Planning Officials<br>Annual Convention              | Minneapolis,<br>Minnesota, Hotel<br>Leamington.    | Exec. Director, Dennis<br>O'Harrow, 1313 East 60th St.,<br>Chicago 37, Ill.                           |
| May 26-28   | Ontario Traffic<br>Conference.  | Sudbury, Ontario.                                  | Secretary-Treasurer,<br>R. Anderson, 2001 Eglinton<br>Ave., E. Scarborough, Ont.                      |
| June 7-11   | Municipal Finance<br>Officers Associa-<br>tion Annual<br>Convention.        | Montreal, Quebec,<br>Queen Elizabeth<br>Hotel      | Exec. Director, Joseph F.<br>Clark, 1313 East 60th St.,<br>Chicago 37, Ill.                           |
| July 12-17  | American Water Works<br>Association Annual<br>Convention.                   | San Francisco,<br>California,<br>Civic Auditorium. | Exec. Sec., Harry E. Jordon,<br>American Water Works<br>Association, 2 Park Avenue,<br>New York, N.Y. |

| <u>Subjects</u>   | <u>Issue No.</u> |
|---|------------------|
| <u>Annual Reports</u>   |                  |
| - Summary of Subdividing Activity - 1957  | 1                |
| <u>Books, Pamphlets, Articles of Interest</u>   |                  |
| - Regent Park - A Study in Slum Clearance<br>(book review)                              | 5                |
| - Recent Accessions   | 3, 4, 5, 6, 7    |
| <u>Committees of Adjustment</u>   |                  |
| - The Committee of Adjustment: Zoning and Land<br>Values                                | 8*               |
| <u>Conferences</u>  |                  |
| - Conference Notes (ASPO, Provincial Planning<br>Officials, TPIC)                       | 5                |
| - "Building The Regional City" Theme of<br>1958 CPAC Conference                         |                  |
| - Announcement  | 5                |
| - Report  | 7                |
| - National Association of Housing and<br>Redevelopment Officials - Annual<br>Conference | 7                |
| - NAHRO International Conference - Chapter<br>Meeting                                   | 7                |
| - Planning Committee of Halton County<br>Council  | 5                |
| - "Broadening the Base for Planning"<br>-Theme of Brantford Workshop                    | 4                |
| <u>Current Planning Activities in Ontario</u>   |                  |
| - Community Planning Branch Commences Study<br>of Niagara Peninsula                     | 5                |
| - Sudbury Area Study Well Under Way   | 8                |
| - Briefly Noted   | Every Issue      |
| - Coming Events   | Every Issue      |
| <u>Education</u>  |                  |
| - Two Week Summer Course in Planning<br>again offered at M.I.T.                         | 2                |
| - Canadian Planning Fellowships and<br>Bursaries for 1958-59                            | 3                |
| - University of Toronto Graduates Third Class<br>in Diploma Planning Course             | 4                |

| <u>Subjects</u>   | <u>Issue No.</u> |
|---|------------------|
| <u>Planners in Profile</u>  |                  |
| - Noel Dant   | 2                |
| - Mark P. David   | 3                |
| - Geoffrey Fryer  | 6                |
| - W.J. Blair  | 7                |
| - Kenneth Johnson   | 7                |
| - H.A. Thompson   | 8                |
| <u>Planning - General</u>   |                  |
| - Mobility - Some Facts and Suggestions   | 1                |
| - Using What We Have To Find Out What<br>We Have  | 2                |
| - Scarborough Official Plan Signing<br>Occasion   | 2                |
| - "Broadening the Base for Planning "Theme<br>of Brantford Workshop   | 4                |
| - "To Bury or Not to Bury" - an examination<br>of the Pros and Cons of underground<br>wiring with special reference to<br>Residential Areas | 5*               |
| - The Trend to Larger Planning Areas  | 5                |
| - New Film on Planning Released by NFB  | 6                |
| <u>Publications Now Available</u>   |                  |
| - Subdivision Approval Manual Issued  | 6                |
| <u>Renewal</u>  |                  |
| - Toronto's Regent Park - A Story of<br>Amazing Success   | 3*               |
| - Progress in Urban Renewal   | 3, 7             |
| - NAHRO Annual Conference   | 7                |
| - NAHRO International Conference<br>Chapter Meeting   | 7                |
| <u>Schools</u>  |                  |
| - Planning School Areas   | 6*               |
| - Schools and Planning  | 6                |
| <u>Staff</u>  |                  |
| - Community Planning Branch Welcomes<br>New Staff Members   | 5                |
| - Branch Staff Changes  | 8                |

| <u>Subjects</u>  | <u>Issue No.</u> |
|--|------------------|
| <u>Statistics</u>  |                  |
| - Summary of Subdivision Activity - 1957   | 1                |
| - City Family Expenditure Averaged<br>\$4,425 in 1955  | 3                |
| - Subdividing and New Construction Up<br>During First Quarter of 1958                                    | 4                |
| - Subdividing up over First Half of 1957<br>in Urban and Resort Areas                                    | 6                |
| - Subdividing Continues up over 1957 in<br>Urban and Resort Areas  | 7                |
| - Official Plans, Planning Areas, Areas of<br>Subdivision Control and Committees of<br>Adjustment        | 7                |
| <u>Subdivision</u>   |                  |
| - Subdivision Statistics   | 1, 4, 6, 7       |
| - Subdivision Approval Manual Issued   | 6                |
| - Minister Warns Against Unregistered<br>Lot Transactions  | 6                |
| - Ontario Court of Appeal Holds Consents<br>Must be Unconditional<br>(Glenn vs. Harvic Construction Co.) | 7                |
| - To Bury or Not to Bury (Underground<br>Wiring)   | 5*               |
| - Subdivision Design - Good, Grid and<br>Gimmicky  | 8                |
| <u>Zoning</u> (see also Committees of Adjustment)  |                  |
| - Zoning in Canada   | 1*               |
| - Comprehensive Zoning Service Provided by<br>Community Planning Branch                                  | 1                |
| - Publicity for Zoning   | 5                |

\* Supplement.









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